

1999

Orient Rural Center Plan: Community Wide Solutions

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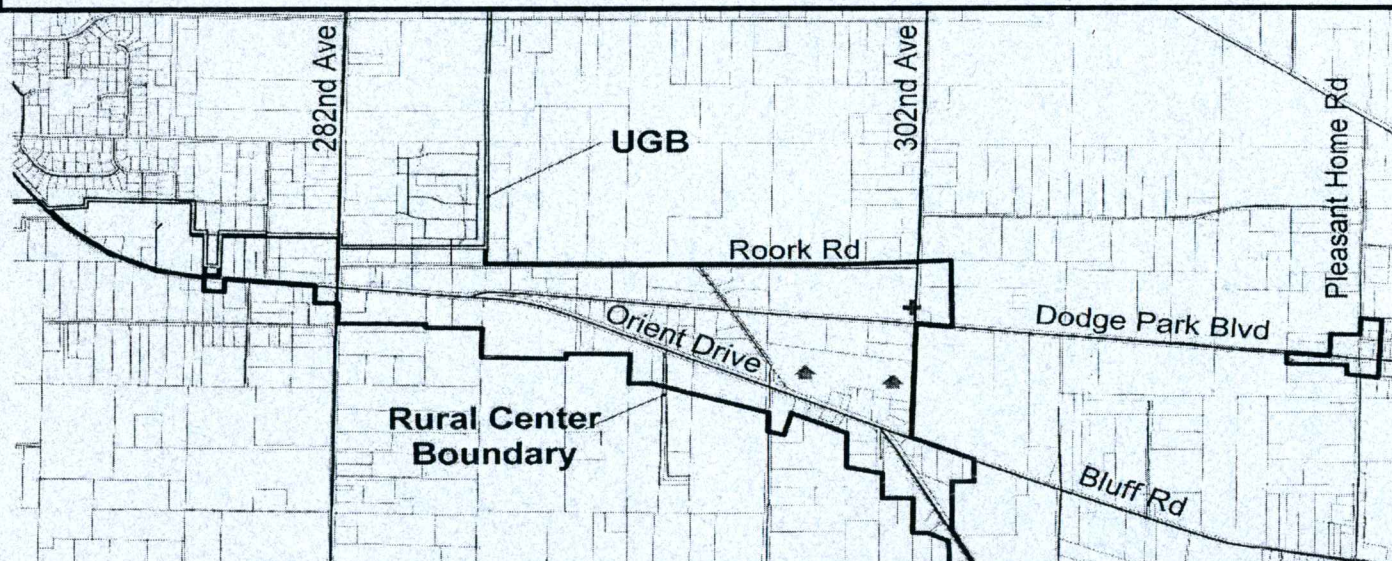
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Orient Rural Center Plan



Community-Wide Solutions

**Patrick J. Boylan
David R. Brooks
Donald D. Kienholz
M. Joseph Turner**

PSU Planning Workshop – Spring 1999

Acknowledgements

Community-Wide Solutions benefited from the cooperation of Multnomah County Land Use and Transportation Planning staff. Their resourcefulness and patience was invaluable. Special thanks to Dr. Anita Gaskil, Principal of East Orient Grade School for making our community outreach meetings run smoothly. Thank you to the 1998-99 Planning Workshop participants and faculty advisors Deborah Howe and Connie Ozawa. Thanks to Meridith Jackson and Lynnette Turner for the treats, patience and understanding.

1998 – 1999 Planning Workshop

The Masters of Urban and Regional Planning Program at Portland State University provides practicing and aspiring planners with knowledge of history, practice in methodology, and a consideration of ethical responsibility surrounding the planning and related professions. The Planning Workshop is the culmination of the Masters Program and it allows graduate students the opportunity to put their knowledge and skills into practice. Student consulting teams are responsible for every aspect of the projects from locating clients and developing project ideas, to implementing methodology and work plan. This project is one part of the PSU Planning Workshop class.

All the maps and spatial analysis were generated using ArcView GIS software, unless otherwise noted. All photos featured are from the Oregon Historical Society and used by permission; reproduction of photos by permission of OHS only.

Executive Summary

Following a series of annexations of, urbanized areas of Multnomah County by the Cities of Gresham and Portland in the early to mid-1990s, Multnomah County focused its planning efforts on the remaining unincorporated rural areas within its jurisdiction. These remaining sections were partitioned into five rural areas, and County Planning staff were charged by the County Commissioners to carry out comprehensive planning for each of them.

Three plans have been completed thus far: *Sauvie Island/Multnomah Channel Rural Area*, *West Hills Rural Area*, and *East of the Sandy River Rural Area*. In October 1998 the County began the process of preparing a fourth comprehensive plan, *The West of the Sandy River Rural Area* (WSRRA). A fifth Plan addressing planning issues in the Columbia Gorge commences in the fall of 1999.

This document represents a chapter of the *West of the Sandy River Rural Area* plan. The focus of this chapter addresses a smaller section within the study area which is zoned Rural Center (RC). Part of the Rural Center is located adjacent to the Urban Growth Boundary (UGB) southeast of Gresham and just north of the Clackamas County line. This is referred to as the “western” portion. A secondary, smaller area is centered on the intersection of Dodge Park Boulevard and Pleasant Home Road. This is referred to as the “eastern” area. In October 1998, Community-Wide Solutions (CWS), a consulting team working with County staff, contracted to research, study, and draft this document. The Orient Rural Center is an

“unincorporated community” for which state law requires the County to plan (OAR 660-22).

CWS conducted the following research:

- identify issues in and affecting the Orient RC;
- provide general background research and planning analysis;
- coordinate and conduct public outreach efforts; and
- write draft policies addressing the issues identified in the RC.

In addressing the Orient Rural Center area, County staff requested that CWS combine transportation and land use planning analysis in an effort to integrate these two facets of the planning process.

CWS conducted demographic, land use, environmental, legal, spatial data research and analysis and conducted a public involvement process to identify and develop the issues affecting the area. Based on this information and analysis, CWS drafted policies and implementation strategies to respond to the issues identified. Traffic concerns were forwarded to the County Traffic Engineer to be addressed immediately. Additional background about the planning area and a complete discussion of the planning efforts is produced in the text.

Policies

Following are the Policies recommended in the plan and the Traffic Recommendations forwarded to the County Engineer. Discussion and strategies to implement the policies can be

found in the main body of the text. These policies are the result of CWS's research and public involvement process.

POLICY I: *Accommodate the changing conditions of the Rural Center while preserving the rural functions and appearances.*

POLICY II: *Multnomah County should identify and help preserve critical viewsheds in the Rural Center and balance protection of scenic views with flexibility of use by property owners. The County should rely on education – i.e., providing information regarding identified viewsheds to property owners – rather than regulations to implement this policy.*

POLICY III: *Balance protection of surface and ground water quality and controlling runoff volume with flexibility of use by property owners.*

POLICY IV: *Continue Review of Commercial/Industrial Uses as a Conditional Use*

POLICY V: *The Board of County Commissioners should make enforcement of land-use and development regulations a higher priority.*

POLICY VI: *Enhance all modes of travel in a manner consistent with the rural character of the Rural Center.*

POLICY VII: *Improve coordination between jurisdictions affecting the rural area to simplify the process and ensure the concerns of rural residents are heard.*

POLICY VIII: *Review and revise the Rural Center regulations to ensure future development is compatible with the character of the Rural Center.*

Traffic Recommendations

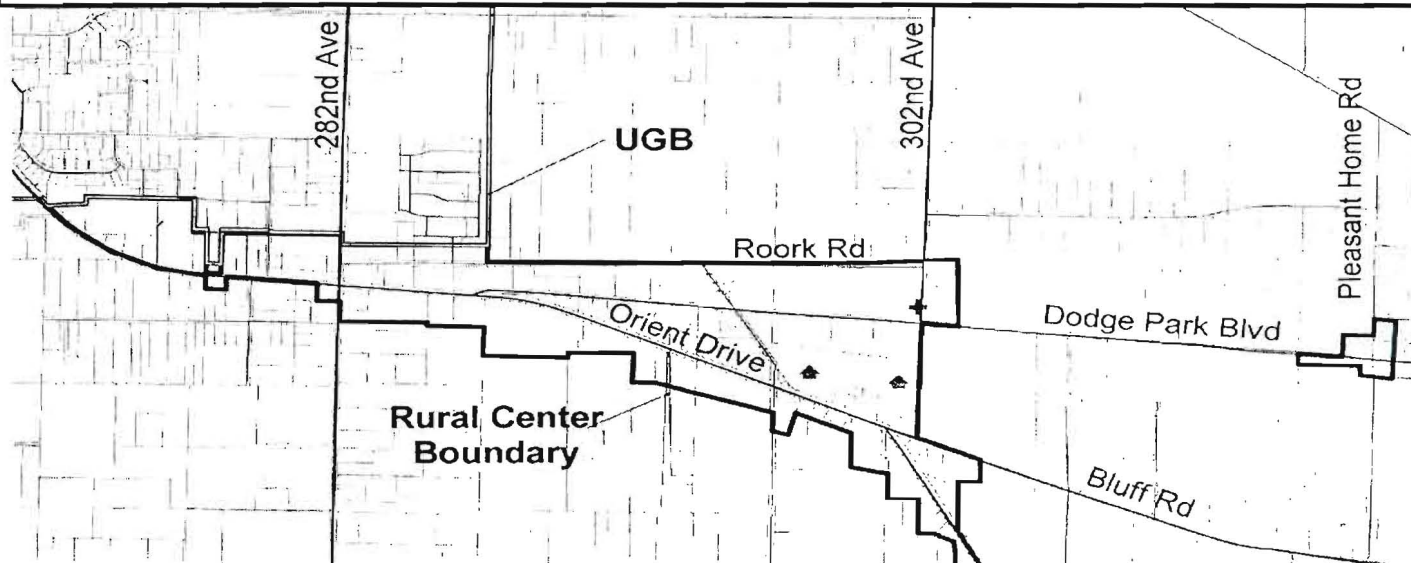
Recommendation 1 -- Continue to monitor traffic volumes and accident rates to address citizen safety concerns and implement additional traffic control measures if warranted.

Recommendation 2 -- Review intersections in the Rural Center for possible signing realignment, and other safety and traffic calming improvements.

Recommendation 3 -- Inform the Sheriff about increased concerns regarding speeding and other traffic violations, particularly in the hour immediately before local schools begin and immediately after students are released.

Recommendation 4 -- Publicize the existing citizen reporting process for maintenance issues and inform citizens how their reported concerns are being addressed.

Orient Rural Center Plan



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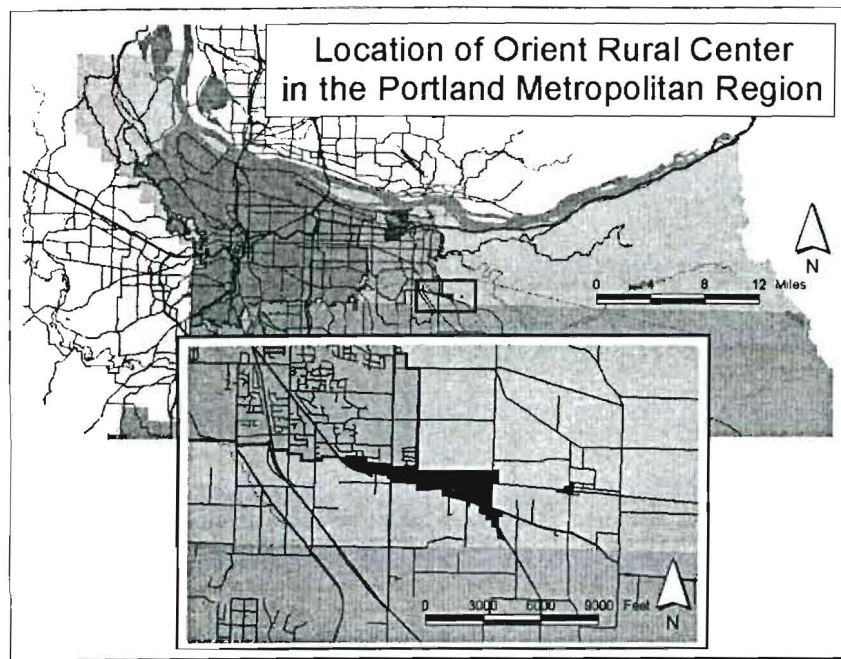


Figure 1. The Orient Rural Center is located six miles south of the Columbia/Sandy River confluence. Situated wholly within Multnomah County but outside of the Urban Growth Boundary, Orient is just north of the Clackamas County line. Source: RLIS.

Introduction to Project

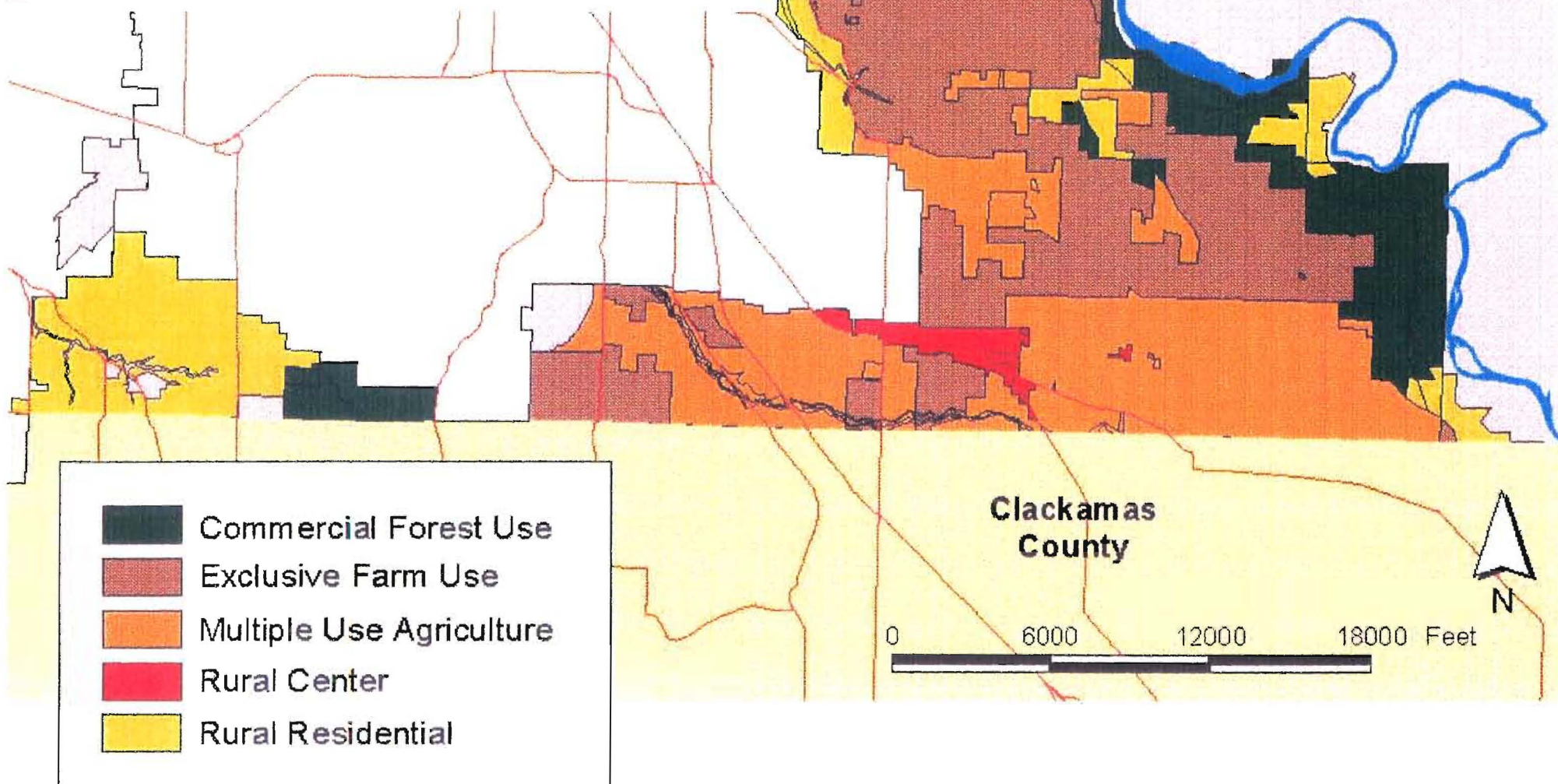
Following a series of annexations by the Cities of Gresham and Portland in the early to mid-1990s, Multnomah County focused its planning efforts on the remaining unincorporated areas within its jurisdiction. These remaining sections were partitioned into five rural areas, and County Planning staff were charged by the County Commission to carry out comprehensive planning for each of the five areas.

Three plans have been completed thus far: *Sauvie Island/Multnomah Channel Rural Area*, *West Hills Rural Area*, and *East of the Sandy River Rural Area*. The fourth plan, *West of the Sandy River Rural Area* (WSRRA) was initiated in October, 1998. The fifth and final plan, addressing the planning issues in the Columbia River Gorge, will follow completion of the West of Sandy River Plan.

For the *West of Sandy River Rural Area Plan*, the County is developing a land use and transportation planning process for the unincorporated rural area located west of the Sandy River. The planning area is bounded by the City of Troutdale to the north, the City of Gresham to the west, the Sandy River to the east and the Clackamas County line to the south. Figure 2 on the next page, “West of Sandy River Rural Area Plan, Existing Zoning,” illustrates the context that the Orient Rural Center is in. This planning process is intended to build upon the County’s Comprehensive Framework Plan and provide specific policy direction for future development in the West of Sandy River Plan area.

This document represents a chapter of the *West of the Sandy River Rural Area* plan. The focus of this chapter addresses a smaller section within the study area which is zoned Rural Center (RC). In October, 1998 Community-Wide Solutions (CWS), a consulting team working with County staff, contracted to research, study, and draft a plan for the Orient Rural Center. The Orient Rural Center is an “unincorporated community” for which state law requires the County to plan (OAR 660-22).

West of Sandy River Rural Area Plan Existing Zoning



This chapter of the *West of the Sandy River Rural Area Plan* examines the land uses, history and possible futures for the Orient area. CWS contacted and spoke with interested citizens, held an open house in January, and convened a second public meeting in February to present potential solutions to the issues raised at January's Open House.

Several methods of research were conducted to place the analysis in proper planning context. Statewide Planning Goal 1: Citizen Involvement was the guiding force for contacting citizens during numerous field visits, Open House and follow-up meetings. Stories from life-long residents compliment the observational, demographic and spatial analysis that CWS employed in the creating this chapter.

Background

The Orient Rural Center Zoning District is divided into two areas. The map located to the right outlines the RC district. The western, roughly 190-acre, area abutting the UGB is generally known as "Orient" or the "Western Rural Center."

The second, roughly 12-acre area centered around the intersection of Pleasant Home Road and Dodge Park Boulevard, is popularly known as "Pleasant Home Orient" or the "Eastern Rural Center." References in this plan to the "Orient Rural Center" or the "Rural Center" include both areas. The Orient Rural Center contains a variety of land uses including industrial, residential, institutional, commercial and agriculture.

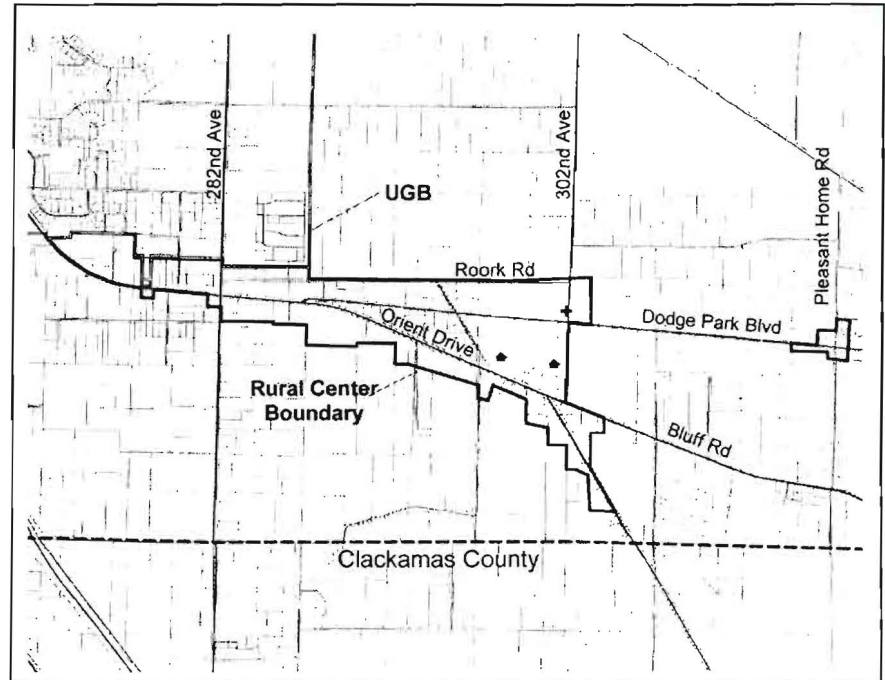
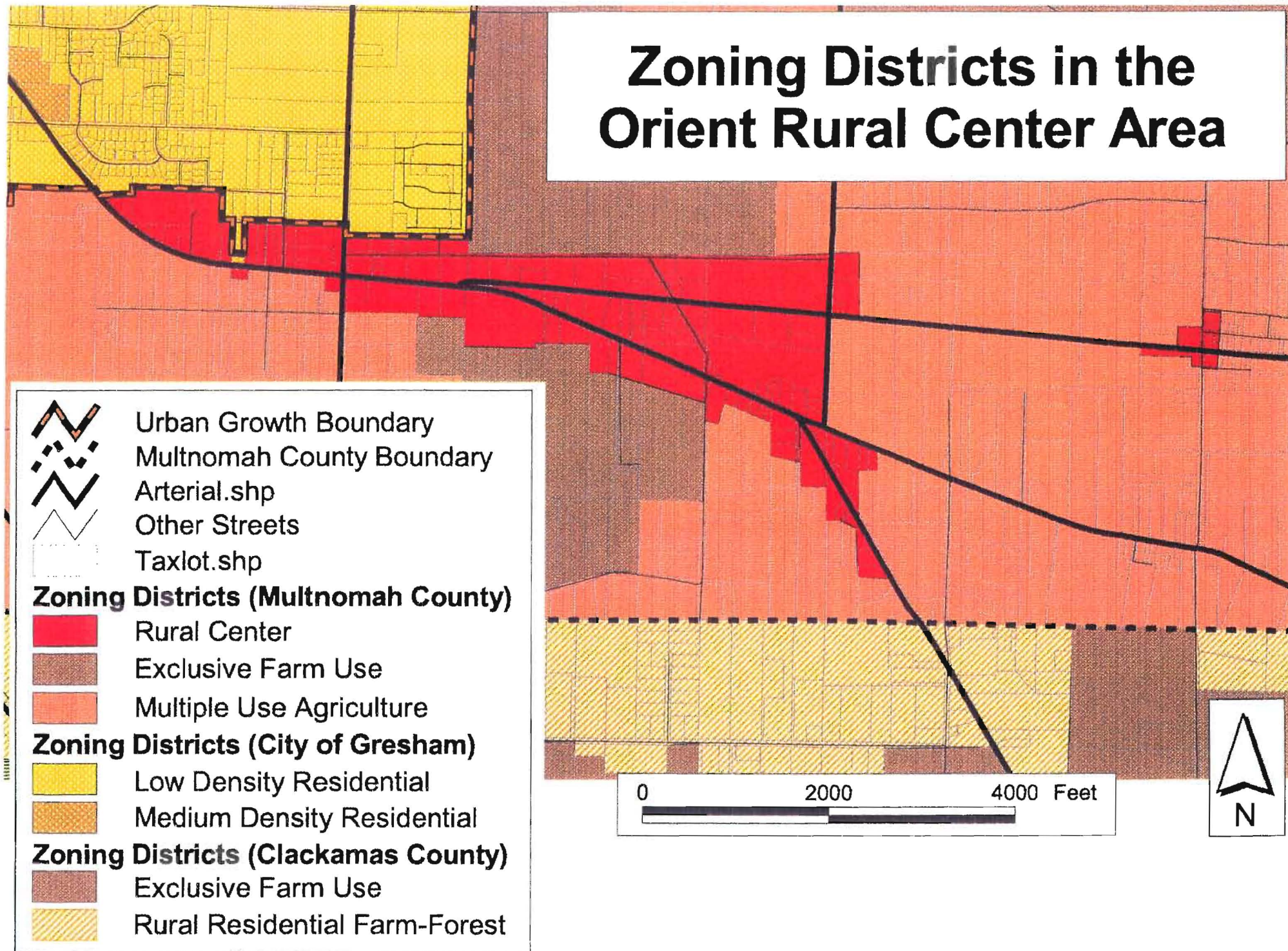


Figure 3. The Orient Rural Center in proximity to the UGB and the Clackamas line. The larger arrowhead-shaped region is referred to as the "western" portion and the smaller region is referred to as the "eastern" portion of the Orient Rural Center Area. Unless otherwise noted, both areas are considered together as one entity. Source: RLIS.

Zoning Districts in the Orient Rural Center Area



The full page map on the page preceding page “Zoning Districts in the Orient Rural Center Area,” illustrates the ½ to ¾ mile area surrounding Orient and the applicable zoning designations by the City of Gresham; this is represented by the yellow areas in the upper left hand portion of the map. The areas below the dashed line are Clackamas County zoning designation and the remainder is unincorporated Multnomah County zoning.

Uses allowed in the RC zone are set out in the Multnomah County Zoning Code, MCC 11.15. Residential and agricultural uses are permitted outright, although residential subdivisions are limited to a one-acre minimum lot size. Existing lots smaller than one-acre can be developed with a single family residence, provided an adequate on-site sewage disposal system can be constructed on the site.

Commercial uses with up to 4,000 square feet of floor area and light-industrial uses with up to 10,000 square feet of floor area and a maximum of 20 employees, are allowed as conditional uses in the RC zone. Conditional uses must demonstrate compliance with a number of discretionary approval criteria. For example, commercial and industrial uses must demonstrate that the use “is consistent with the character of the area.” (MCC 11.15.7120).

Development within the Rural Center is subject to review by three separate jurisdictions. Multnomah County is responsible for land use and development approvals; The City of Gresham issues building permits, and the City of Portland has jurisdiction over drainage and septic approvals. In addition, although it is located outside of the UGB, the Rural Center is also subject to Metro’s planning jurisdiction.

School District

The West Orient Middle School (Grades 5-8) and East Orient Grade School (Grades K-4), which are located within the Western Rural Center, are part of the Gresham-Barlow School District.

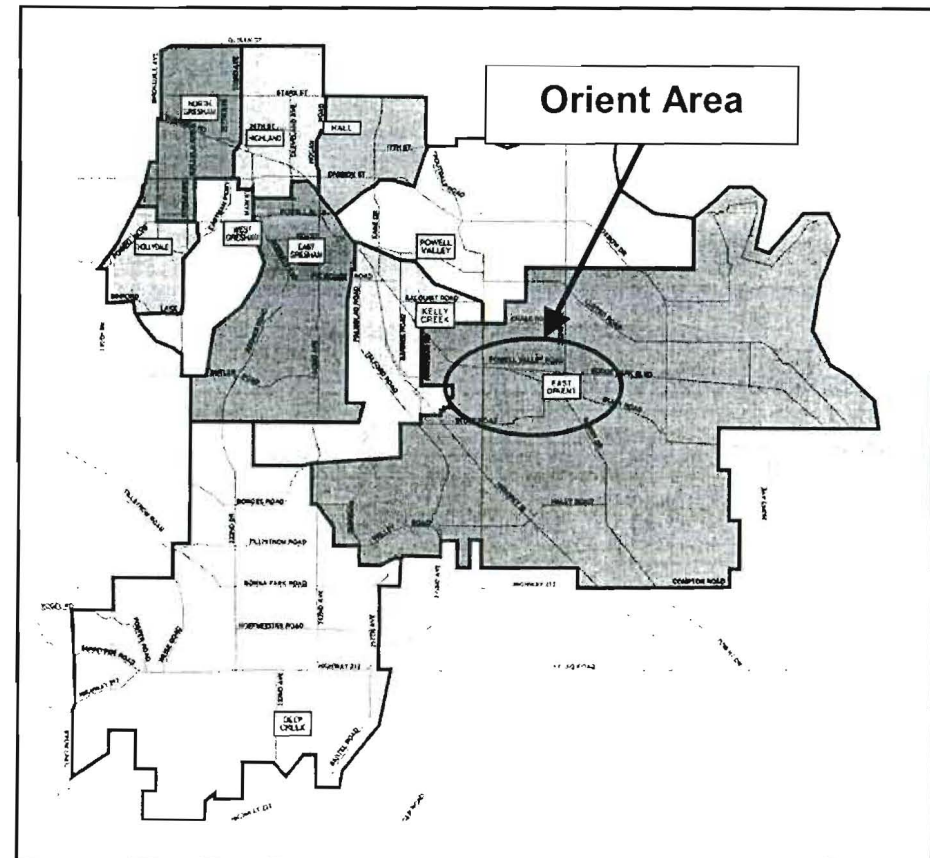


Figure 5. Gresham-Barlow Elementary School Boundaries. Source: Gresham-Barlow School District.

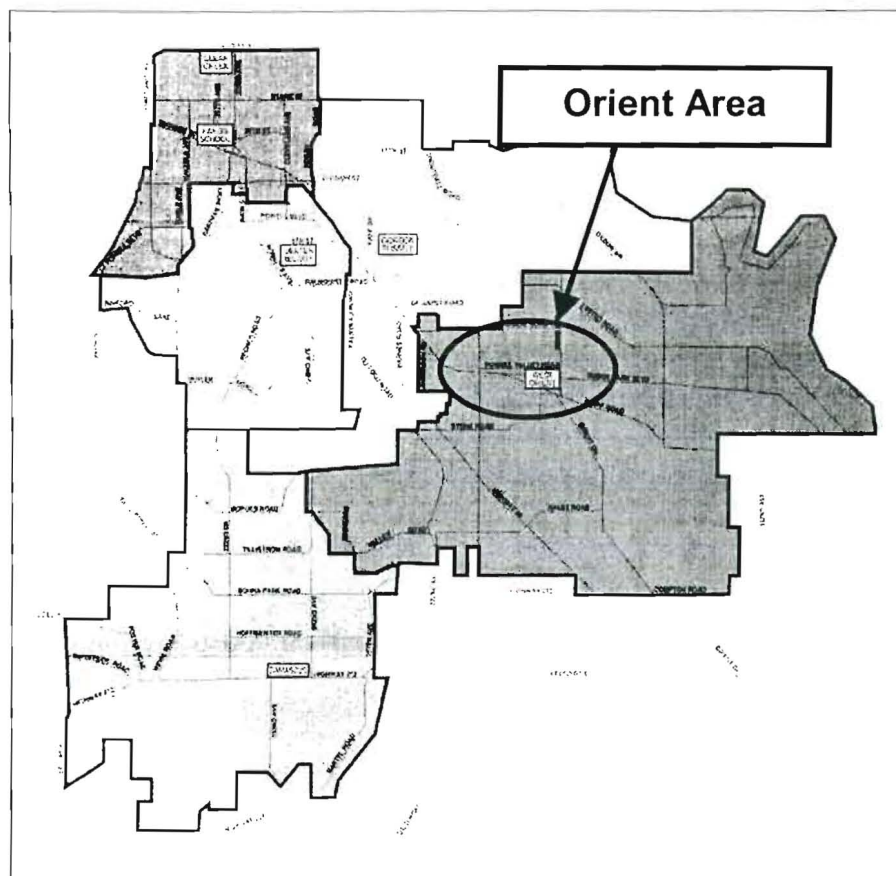


Figure 6. Gresham-Barlow Middle School Boundaries. Source: Gresham-Barlow School District.

The attendance boundaries for these schools include portions of the City of Gresham, northern Clackamas County and Multnomah County west to the Sandy River. See figures 4 and 5. Presently (1999), both schools are below capacity. In fact, after a slight increase in the 1999-00 school year, attendance at

these schools is projected to decline beginning in the 2000-01 school year. Although development within the schools' boundaries is increasing, the age profile for existing residents indicates a decline in the number of school age children living within the schools' boundaries (Moore, 1999).

Water Districts

The majority of the Orient Rural Center falls within the boundaries of the Pleasant Home Water District. The northwestern portion of area is within the boundaries of the Lusted Water District. Some of the lots in the southern portion of the Orient Rural Center are outside the boundaries of any water district. See map below.

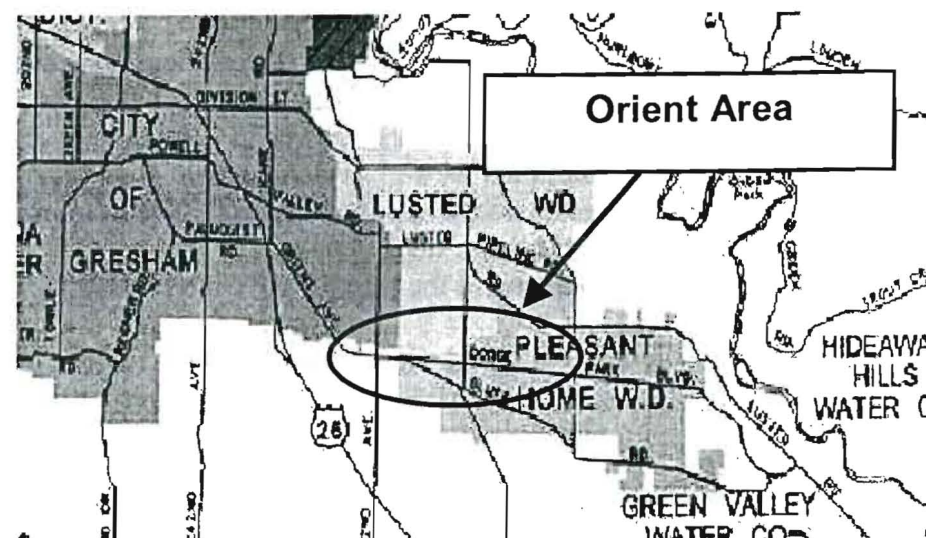


Figure 7. Area Water Districts. Source: City of Portland Water Works.

Sewage Disposal

Sewage is disposed of in individual on-site septic systems. The schools are served by sewage holding tanks rather than a septic system. The school district pumps the tanks 7 to 8 times per day (including the tank serving Sam Barlow High School). The sewage is transported to the City of Gresham sewer system. Statewide Goal 11 prohibits extension of sewers from within the UGB to serve this area.

Transit Service

Tri-Met bus line #84 runs along Bluff Road and Orient Drive, providing limited transit service to the Rural Center with three trips during the morning and four in the evening. It is unclear how the recent decision by the City of Sandy to "opt-out" of Tri-Met may effect this limited service. However Tri-Met stated that transit service will continue to be provided to this area, either by Tri-Met or by the City of Sandy (Columbo, 1999).

Public Safety

The Multnomah County Sheriff's Department provides law enforcement and public safety services for Orient. Fire District #10 provides fire and emergency services. Station 7, which is located within in the western Rural Center area.

Demographics

To support and clarify other planning information, CWS analyzed secondary housing and demographic data from the 1990 Census was collected, tabulated and analyzed. While the boundaries of the Orient Rural Center and the Census blockgroup are not perfectly aligned, it is possible to arrive at a generalized

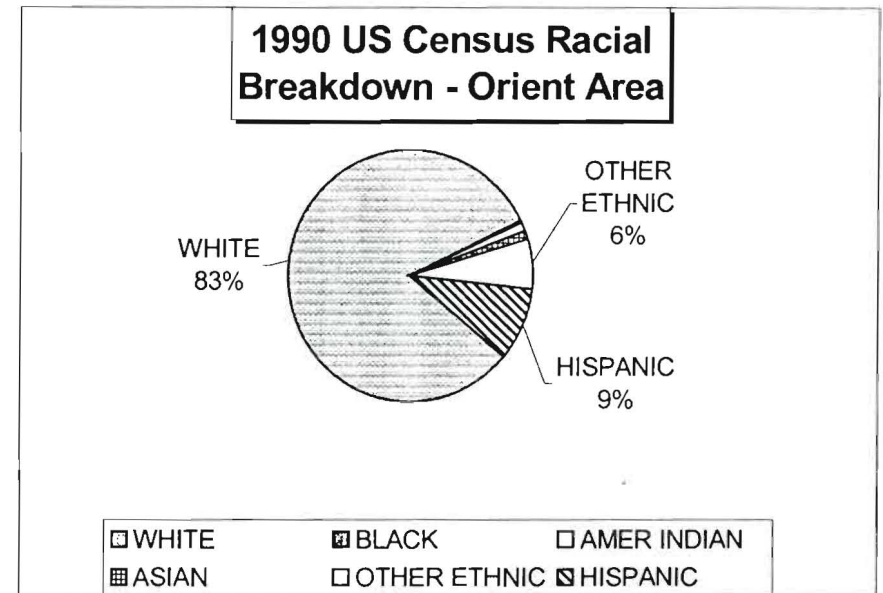


Figure 8. Source: 1990 TIGER Data Files.

portrait of area residents. The data appears to be representative of the citizens CWS spoke to in the field and at public meetings.

The population of the Orient Rural Center appears to be slightly more diverse than the State of Oregon as a whole. Approximately eighty-three percent of area residents are white. Hispanics are the second largest racial group comprising approximately nine percent of the area population. See Figure 8 above.

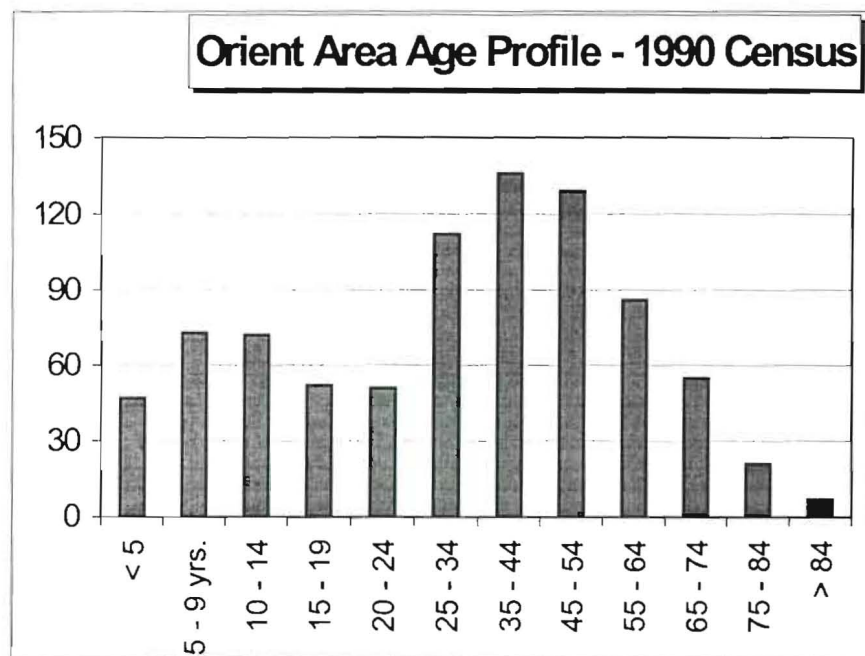


Figure 9.
Source: 1990 TIGER Data Files

The census data also shows that most of the area's residents are aging. The following age profile shows that the bulk of the residents are over 25 years of age. The meetings CWS held with the public are consistent with this. The low population in the 15 to 25 year age groups could mean that children have moved away or are unable to afford housing in the area. This could also mean that residents in the area are simply aging in place. The research was conducted in 1999, almost ten years after the 1990 US Census was conducted; there are few certain conclusions to make.

Demographic analysis also suggests residential stability. When the 1990 census was conducted, fifty-five percent of residents had lived in the same house five years earlier. An additional fifteen percent had lived elsewhere in Multnomah County five years prior to the taking of the census.

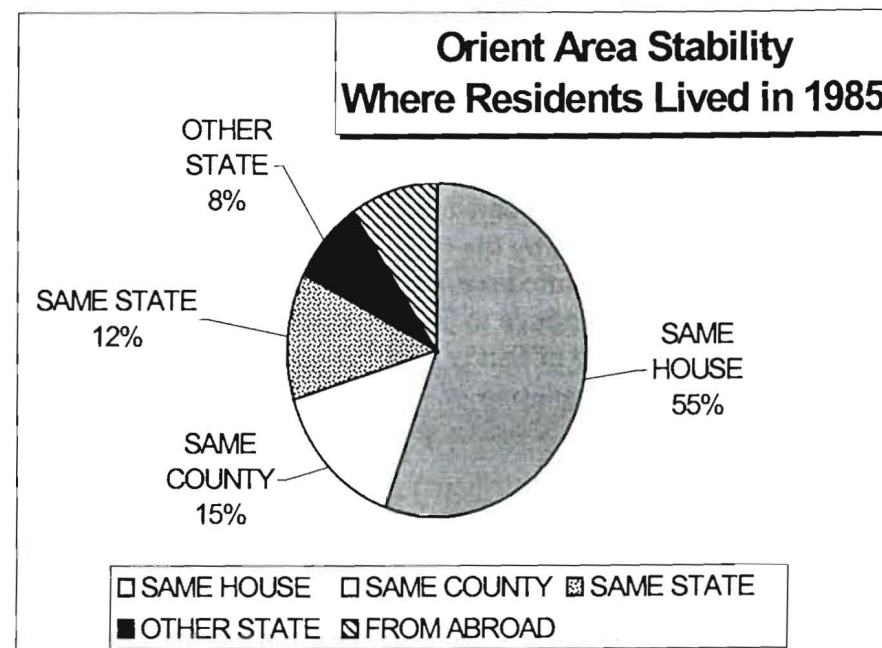


Figure 10.
Source: 1990 TIGER Data Files.

History

The Orient area was first settled by pioneers in the early 1850's and was primarily known for agriculture and timber production. The first school was a one-room log structure built in the early 1850's near the intersection of Bluff and Pleasant Home Roads.

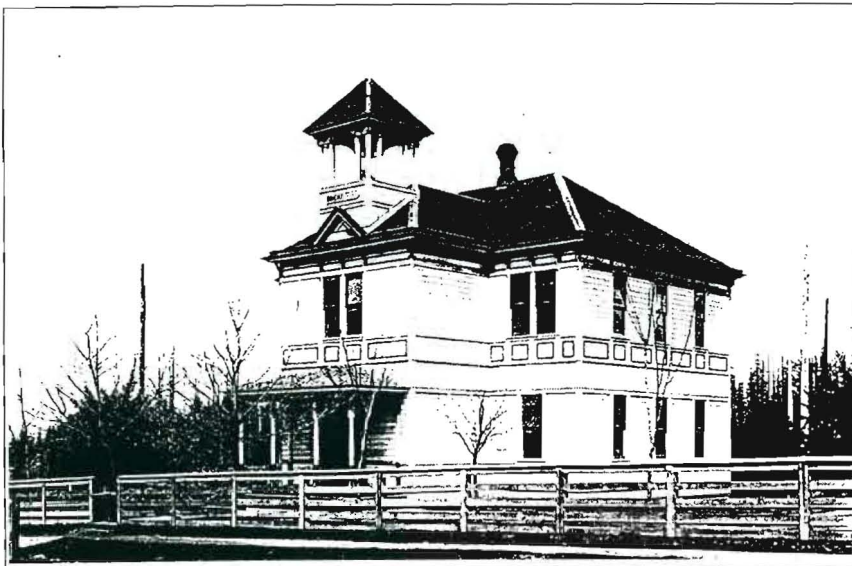


Figure 11. The 1896 Orient School House. Source: Oregon Historical Society (OHS). All photos are from OHS archives.

The schoolhouse shown in Figure 10 was the third Orient school. It was constructed in 1896 on the site of the existing Orient schools.

It is believed that the community took its name from the Orient Steam Sawmill, the first mill in the area. One of the owners of the mill reputedly named it in honor of his new bride, Miyo

Iwakoshi, who along with her brother and adopted daughter are thought to be the first Japanese immigrants to settle permanently in Oregon.

A second theory states that the community acquired its name from the local school, which was so named because it was the eastern-most school in Multnomah and Clackamas counties. However, no documentation has been found demonstrating that the name of Orient was in use prior to the 1880 arrival of the Japanese. In addition, many historians find it difficult to believe that Oregon's first Japanese immigrants moved to a town already known as Orient. (Greene, p. 11)

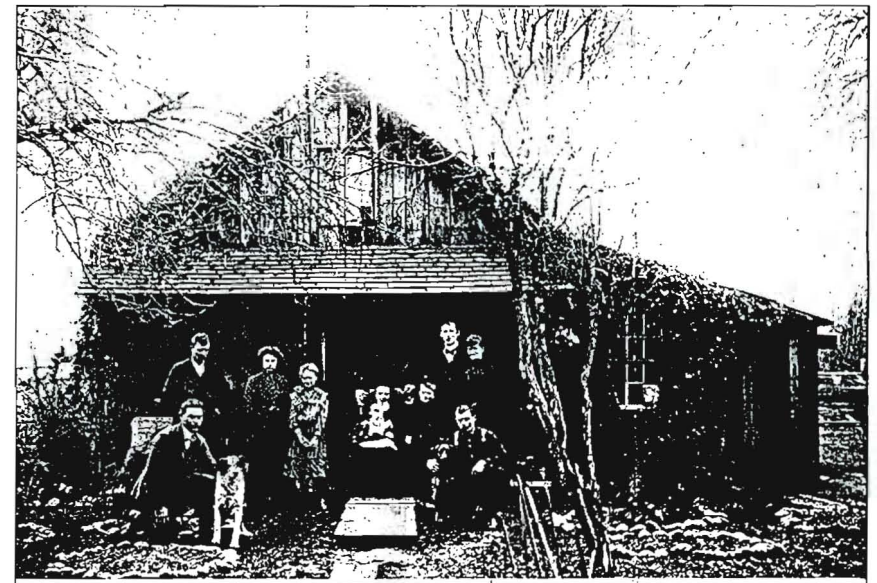


Figure 12. Photo of Moulton Clan homestead in Orient Area circa 1900. Source: Oregon Historical Society.

By the early 1880's, the first of several sawmills was operating in the area to harvest the surrounding first growth trees. The Orient Steam Sawmill manufactured railroad ties that were hauled to Troutdale and shipped to their ultimate destination. "The old Powell Valley Road used to be a mighty busy thoroughfare with all those old tie wagons hauling to Troutdale" recalls J.E. Seifer who carried mail between Sandy and Portland in the late 1880's and early 1890's. *Id.* at 8

A Post Office was established in Orient in March 1885 and later abandoned in 1908.



Figure 13. Orient Post Office, circa 1896. Source: Oregon Historical Society.

The Orient area was connected to Gresham by an electric streetcar system in the early part of the 1900's. Tracks were originally laid in 1912 running along Dodge Park Boulevard. Students from the Orient area rode the train daily from the intersection of Dodge Park Boulevard and Pleasant Home Road to Gresham High School. Around 1930, the streetcar tracks were lifted and the depots razed. *Id.* at 25.

However, the Orient area continued to be an important transportation link. By the 1940's and 1950's, thousands of automobiles passed through the Orient area each weekend on the way to Mt. Hood. At that time, present-day Orient Drive was the Mt. Hood Loop Highway, the major traffic route to Mt. Hood from the Portland region. *Id.* at 72.

In spite of the high traffic through the area, Orient remained a very rural community. The local school district still consisted of only one school. Berry farms and other agricultural uses were prevalent throughout the area. Each spring migrant workers came to prepare the fields for the harvest that would commence in mid-May. Once school ended for the year "...practically every elementary aged child would move to the berry fields to harvest the crop.... The fortunate older students would be employed to work in the canneries." *Id.* at 72-73.

"Orient entered the '80s maintaining a rural character. While most of the residents commuted to jobs outside the district, the large acreage required for constructing a residence prevented subdivisions and perpetuated a rural atmosphere. Stability was a dominant feature of Orient...." *Id.* at 25.

Existing Conditions

CWS conducted a windshield survey to gain a working knowledge of the community and surrounding area. This survey provided information on the number of lots in the Rural Center, types of businesses, the number of residences located within the boundaries, and a first-hand look at the environment for which CWS would be planning. CWS divided land uses into seven categories.

Figure 15 “**Land Use Survey – 1999**” illustrates parcels in the Rural Center identified by their primary function (full page map on the next page). For example, some lots designated “wholesale nursery” contained a single-family dwelling, but the majority of the lot is used for agriculture.

“Industrial” lands were identified based on the uses listed as such in the Multnomah County Code¹ and include: An auto salvage (wrecking) yard; a towing business; a solid waste transfer station; a cabinet and door manufacturer; and an auto repair facility.

The “Residential” category designates properties used primarily for single-family residential dwellings. Several residences were also used for home occupations, including a day-care and a ceramics business, as secondary uses.

Nursery uses were divided into two categories: “Wholesale-Nursery” or “Retail-Nursery”. Lands identified as “Wholesale-Nursery” are used for growing nursery stock. Development is limited to loading docks and barns for equipment storage. “Retail” nurseries provide direct sales to the public.

¹ MCC 11.15.5120.

The “Retail-Commercial” category includes a variety of uses including: hair salons, gas stations, markets, a feed store, a lumber supplier, a chiropractor’s office and others. “Institutional” included schools, utilities and the fire station. Finally, “Vacant” included abandoned residences² and undeveloped properties that did not appear to be in active agricultural use.³

Land Use Type	Number of Lots
Wholesale – Nursery	20
Institutional/Public	4
Retail-Nursery	4
Residential	62
Industrial	8
Retail-Commercial	19
Vacant	10
Total	127

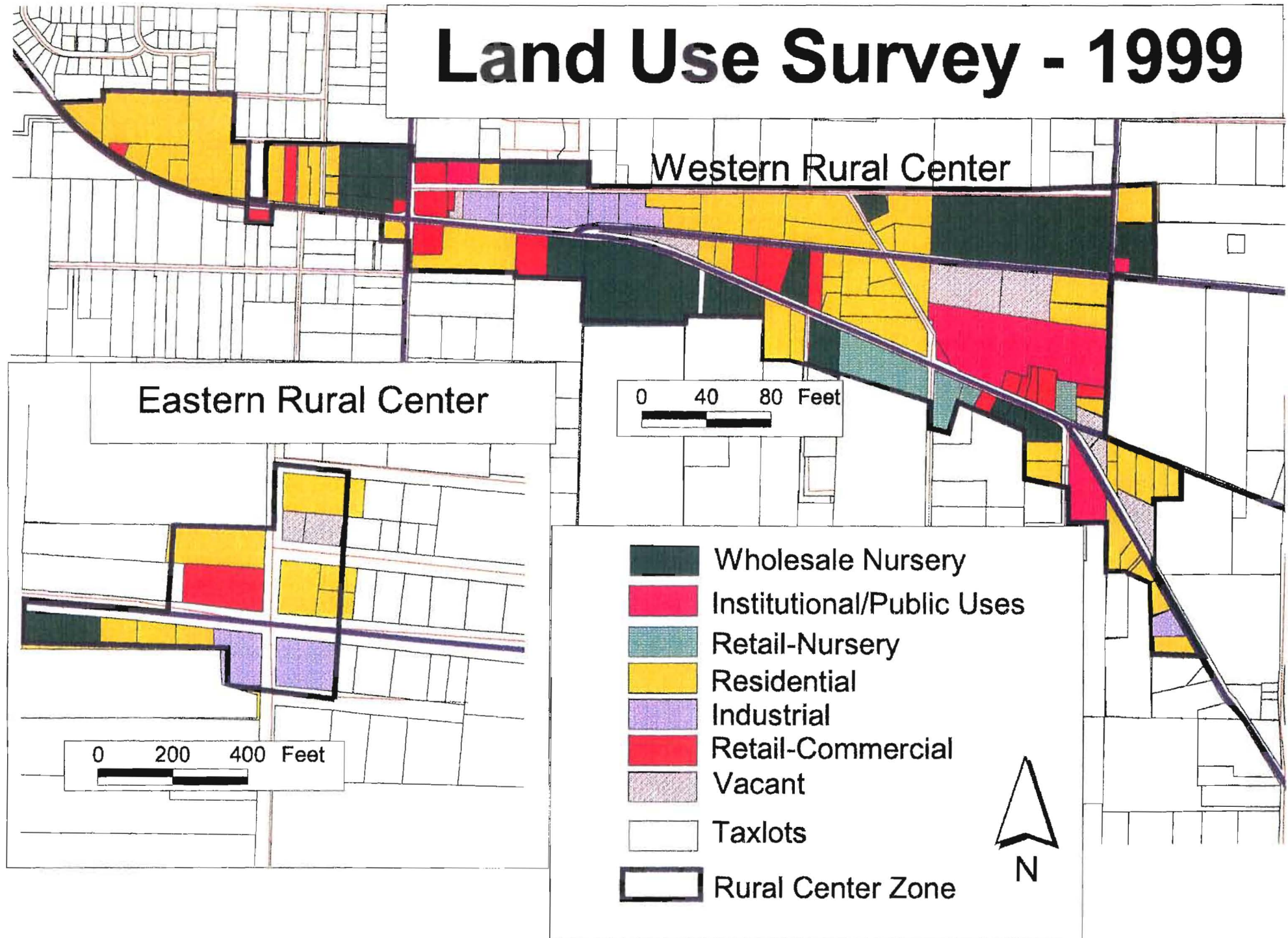
Figure 14. Source: Conversations with residents and field observations.

There is additional development potential in the Rural Center. According to existing regulations, the minimum lot size in the Rural Center zone is one acre. Therefore any lot two acres or larger in size could be further divided. For example, if a property owner in Orient Rural Center owns a parcel that is 2.12 acres, she may split it up, provided the smallest parcel is at least one acre. However, if another landowner has a parcel that is 1.89 acres, they are unable to subdivide because the smallest lot of this split would be smaller than an acre.

² Two existing residences where all of the windows were boarded up were deemed abandoned.

³ “Vacant” may include agricultural properties that were lying fallow at the time of the survey (January).

Land Use Survey - 1999



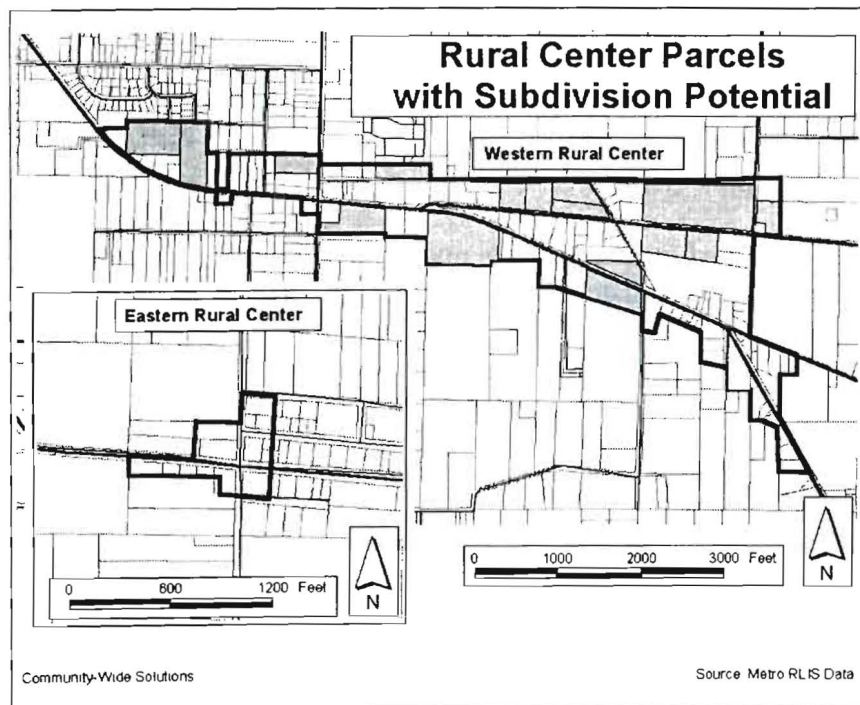


Figure 16. Lots greater than two acres. Source: RLIS.

There are 101 parcels in the Rural Center that are smaller than two acres, and therefore not eligible for further division under current code. This leaves 26 parcels that could be further divided. However many of these parcels are developed with existing commercial, industrial and residential uses. CWS assumed for purposes of this analysis that lots with an existing commercial or industrial use were not available for further development. For lots with an existing single family residence, CWS deducted one lot from the development potential to account for the existing

residence. For example, a two-acre lot with a single family residence could be divided into two lots, creating one developable lot. Total development potential in the Rural Center equals 58 lots. This additional development could have significant impacts on services such as roads, schools, etc.

Soil conditions may limit development potential in the area to some extent due to the potentially high cost of sewage disposal. The Powell and Wollent soils in the area are “poorly” to “somewhat poorly drained”, creating areas of seasonal high groundwater. Where these conditions exist, septic tank absorption fields do not function properly during rainy periods because of wetness and slow permeability (USDA, 1976). These conditions can be overcome with the use of “sand filter” type septic systems. The cost of a sand-filtration system range from \$12,000 to \$15,000, compared with \$3,000 to \$6,000 for a standard drain-field. This higher cost to deal with household sewage may limit development in the area to some extent. However, because actual soil conditions vary, it is not practical to determine the extent of this limitation without individual percolation tests for each lot in question.

Summary of the Planning Process

Multnomah County began the West of Sandy River Rural Area Planning Process with an Open House in October, 1998. CWS contacted County staff at the open house and agreed to develop a plan for the Orient Rural Center as a subsection of the West of Sandy River Rural Area plan.

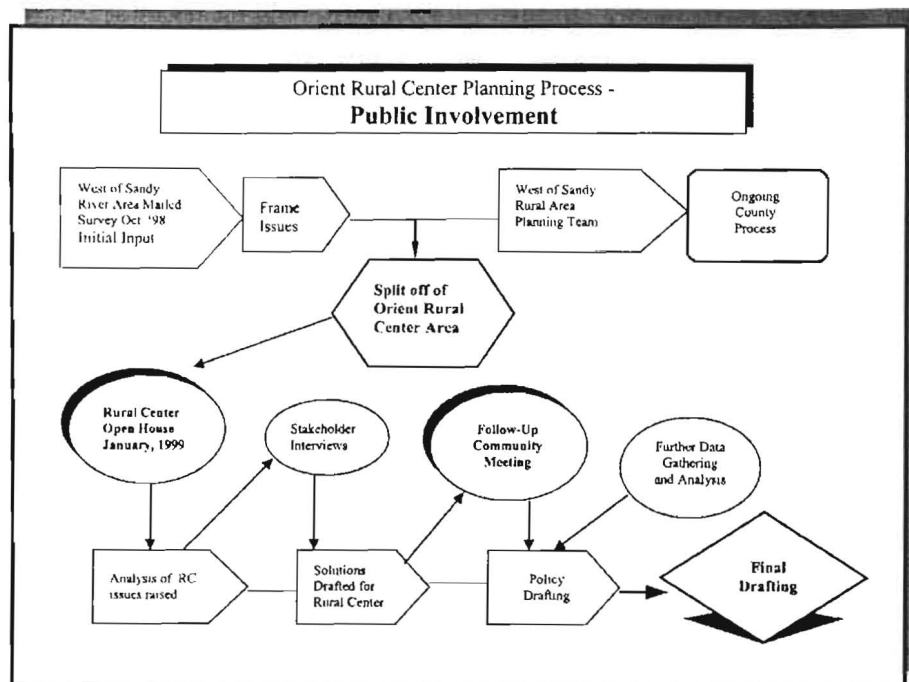


Figure 17. Flow Chart of Public Involvement Process. Source: Community-Wide Solutions and Multnomah County.

Citizen Involvement

CWS held an Open House for the Rural Center Plan at East Orient School on January 19, 1999. The purpose of the Open House was to identify issues, desires and concerns of the residents and users of the Rural Center and to elicit discussion about those issues.

CWS created a flyer announcing the date, time and location of the Open House and providing a brief introduction to the project and its purpose. The flyer also contained a series of questions intended to initiate reflections about the area and what issues were affecting the Rural Center. A copy of the flyer is included in the Appendices.

CWS mailed the flyer to the owners of all properties within the Rural Center as listed in the Multnomah County Tax Assessor's database. Approximately 95 different owners were notified within the Rural Center.⁴ CWS also mailed the flyer to the 13 people who identified themselves as being interested in serving on a Citizen Advisory Committee for the West of Sandy River Rural Area Plan.

CWS also posted announcements at the schools and at many of the local businesses within the Rural Center. The posters were intended to notify persons who utilize the Rural Center about the Open House i.e., renters, whom CWS was unable to identify through the Tax Assessor's data; customers of the various businesses; parents of students attending school in the Rural Center; and others.

Thirty-eight citizens attended the Open House and shared their concerns and goals for the Rural Center. CWS and County staff attempted to greet all attendees individually, summarize the purpose of the meeting and the planning process, and engage them in a dialogue about their needs, desires and concerns about the Rural Center. Citizens also discussed and debated issues among themselves. Maps and an aerial photograph of the area, a summary of the current regulations, and pictures of the area,

⁴ Although there are 127 lots in the Rural Center, in many instances, the same person owns multiple tax lots.

were displayed around the room to put the Orient area into a regional perspective.

In an attempt to ensure their understanding of each individual's comments, CWS members wrote down summaries of the comments expressed. These written comments were also displayed to inform subsequent attendees of issues that had been raised and generate additional discussion. CWS also distributed postcards announcing a "Follow Up" meeting scheduled for February 9, 1999. A copy of the written comments and the mailed post card are included in the Appendices.

CWS received 4 additional comments, including two e-mails, and one fax after the Open House

Following the Open House, CWS conducted additional research based on the comments expressed by area citizens. CWS then drafted 20 proposed "Solutions" intended to address the community's concerns. CWS also drafted 5 "Concerns" to respond to the statements expressed regarding existing traffic and transportation issues.

CWS presented the draft Solutions and Concerns at a second public meeting at the East Orient School on February 9, 1999. The stated purpose of this second meeting was to "see if we got it right."

At the second meeting, CWS summarized the issues raised at the Open House and presented the Draft Solutions and Concerns. Citizens were then given an opportunity to "vote" on the Solutions and Concerns, indicating whether they agreed or disagreed with each proposal. (See Appendices for voting results and analysis). CWS then attempted to open a discussion about

each solution to clarify the results of the voting and obtain more input and data from the community.

There was little discussion initially. CWS believes, based on comments heard throughout the meeting and their own observations, that this lack of discussion was due to a desire not to upset neighbors who may have been sitting next to them. Eventually CWS was able to begin a dialogue amongst the citizens in attendance and discuss all of the Solutions and Recommendations presented. Overall, the majority of the Solutions and Recommendations were found to be acceptable by the community.

Thirty-two people attended the second meeting, in spite of inclement weather and a School Board meeting at West Orient School scheduled at the same time.

In response to requests from citizens who were unable to attend the follow-up meeting, CWS distributed copies of the comments received at the Open House and the draft Solutions and Recommendations at the meeting. CWS received three additional comments after the second meeting.

Policies

Based on the comments received at the second meeting, the results of additional research and consultation with the client, CWS revised the Solutions into a series of Policies and Implementation Strategies. The Policies represent a broad statement of the community's objectives, while the Strategies indicate ways in which Multnomah County could implement the policy.

Issue: Design

There is a concern that future development in and around the Orient Rural Center area will conflict with the historically rural character and appearance of the area. Many of the commercial and institutional buildings in the Orient area were constructed 50 years ago or more and the design of those structures has remained substantially unchanged.⁵ The design of future development may not be compatible with these existing structures. Also, many of the County's development regulations reflect "urban" rather than "rural" standards.

Overall, participants in the citizen involvement process were very concerned about maintaining the existing rural character of the Orient Rural Center. Their concerns ranged from wanting to make sure that big-box retail stores could not locate in the area to the issue of paving requirements for commercial parking lots. The residents' stated preference was for "small, useful businesses" and "mom & pop operations", rather than so called 'big boxes' ("No Walmarts") and "chain stores." Citizens want

⁵ For example, the Orient Country Store was constructed in its existing location in about 1927. The oldest parts of the existing West Orient Grade School building were constructed in 1925.

to ensure that new development "'fits in' with the rural look of the area...."

Multnomah County regulations and state law currently prohibit large "big box" type development (i.e., Walmart) in the Rural Center. Commercial developments are limited to a maximum of 4,000 square feet of floor area. However smaller, convenience-type stores which serve the needs of local residents are permitted. But, the "cookie cutter" design of such chain-stores may conflict with the desired rural character of the area.

The County cannot legally prohibit "chain" stores, as such. However the County can regulate the design of such stores to ensure they are visually compatible with existing development. Currently all commercial and industrial uses must be approved through the County's design review process. However, the standards for design review are rather ambiguous and non-specific.⁶ The County should create specific design guidelines to define the character of the Orient Rural Center and ensure that future development is consistent with the desired character.

This implementation strategy attempts to achieve the residents' goal of enhancing the rural character of the Orient area through design standards. Additionally, it is specifically recommended that the County involve citizens in the process of developing the design guidelines for the area. This will assure the standards reflect the actual character of the area as envisioned by residents.

Residents also requested that the County continue to provide for public review of commercial and industrial uses. Currently, the

⁶ New developments must "relate harmoniously to the natural environment and existing buildings and structures having a visual relationship with the site...." MCC 11.15.7850.

County Code requires that all commercial and industrial uses in the Rural Center zone must be approved as conditional uses. A conditional use permit is a discretionary review and requires a public hearing. Applicants must demonstrate, among other things, that the use is “consistent with the character of the area” and that it will “satisfy the applicable policies of the comprehensive plan.” (MCC 11.15.7120).

The public hearing process ensures the greatest opportunity for public involvement. However, recent applicants have expressed concerns to County staff about the cost, delay, confusion and lack of flexibility of the current review process. Some of this cost and delay could be avoided by eliminating the public hearing requirement. The County would still notify citizens of proposed developments and allow them to review the application and submit written comments. However this would require citizens to come to the County offices to review the file. It also eliminates any opportunity for the “give and take” discussion which can occur at a hearing.

When this issue was raised at the Open House the majority of participants, including business owners, expressed strong support for the existing review process. While they approved of clarifying the applicable review criteria, residents clearly stated that the County should maintain the public hearing and should “not make it easier to get commercial uses [approved].”

Participants in the citizen involvement process also raised concerns regarding the inflexibility of some development standards and the relative incompatibility of others. Residents and business owners in the Rural Center pointed out that some parcels are irregular in shape and are, therefore, difficult to develop in compliance with current standards. In addition, the

location of existing structures can make it difficult to comply with development standards on some lots. Because of these problems and the costs associated with attaining compliance with the County’s development regulations, citizens suggested that “the County should allow flexibility in parking, setback, landscaping and other standards.”

Finally, it was noted that the County’s existing requirements for paving are incompatible with the rural character of the area. Residents of the area feel that paved parking is an “urban” standard and that allowing gravel to be used in place of pavement would accomplish the goals of the County while maintaining the rural character desired by the community. Furthermore, “the requirement that parking lots in the Rural Center zone be paved increases the amount of impervious surface area and, therefore, the volume of runoff and the pollution load entering streams.” Gravel is classified as an impervious surface by most jurisdictions. However it does allow some infiltration and therefore generates less runoff than concrete or asphalt paving. Residents were particularly concerned about potential runoff and pollution impacts on the water quality and quantity in Johnson Creek, the North Fork of which flows through the Rural Center.

The following proposed Strategies attempt to balance the County’s requirements for preserving the health, safety and welfare of the community through its development standards with the citizens’ desire for maintaining the rural character. They are intended to balance the development needs of the community with the realities of rural living.

POLICY I: *Accommodate the changing conditions of the Rural Center while preserving the rural functions and appearances.*

Strategy 1: Multnomah County should develop and adopt design standards regulating commercial and industrial development (including signs) which reflect and enhance the rural character of the Orient Rural Center. Multnomah County should involve the residents of the rural area in developing these regulations to the maximum extent feasible.

Strategy 2: Multnomah County should continue to require review of proposed commercial and industrial developments as a conditional use at a public hearing.

Strategy 3: Multnomah County should allow flexibility of setback and parking requirements to accommodate irregular lots and existing development to help preserve the rural character of the area.

Strategy 4: Multnomah County should modify the existing regulations to allow gravel surfaced parking lots, subject to minimum construction standards developed by the County engineer.

Issue: Protection of Views

Much of the Orient Rural Center is located on a ridge between the North Fork of Johnson Creek and Kelly Creek. From this vantage point, the area affords picturesque views of Mt. Hood to the east, the lava domes to the south and the surrounding

agricultural lands throughout the area. Many existing residential structures were sited to take advantage of these views.

However, increased development around the Orient Rural Center may have a significant impact on scenic views. Participants in the citizen involvement process commented that neighborhood views, particularly those of Mt. Hood, were being diminished by new development in the area. It was noted that when new structures are built, they often inadvertently block the view of adjacent landowners and that those "views for existing homes should be reserved or saved."

The following Policy attempts to balance the desire of local residents to preserve scenic views in the area with the rights of property owners. By educating property owners about the significance of neighborhood views, it is hoped that landowners will respect the existing views of their neighbors. Education, rather than regulation, allows the County to avoid unnecessary restrictions and burdensome enforcement actions.

POLICY II: Multnomah County should identify and help preserve critical viewsheds in the Rural Center and balance protection of scenic views with flexibility of use by property owners. The County should rely on education – i.e., providing information regarding identified viewsheds to property owners – rather than regulations to implement this policy.

Issue: Environment

Water quality impacts include sediment from erosion and pollution from contaminated runoff. Construction and other soil disturbing activities remove existing vegetation and expose soils

to the erosive impacts of surface water runoff. Stormwater picks up particles of soil and carries them to the stream. Erosion and sedimentation from land disturbing activities detrimentally affect the public health, safety, and general welfare in the following ways:

- Increases the risk of flooding because streams and stormwater facilities that receive excessive sediment have a reduced capacity to convey water;
- Damages fisheries when siltation clogs spawning gravel and when excessive turbidity impairs the feeding ability of aquatic animals;
- Increases public expenditures for maintenance of stormwater facilities that receive excessive amounts of sediment;
- Damages adjacent properties, including public right-of-ways, when sediment is deposited on these properties; and,
- Promotes transport of nutrients to lakes causing algal blooms and oxygen depletion.

A variety of low-tech erosion control measures are available which can be implemented during soil disturbing activities to reduce, if not eliminate, erosion problems.

Development can also increase the volume of stormwater runoff. Vegetation on undeveloped lands slows stormwater runoff, allowing some water to percolate into the ground, thus reducing the volume and rate of stormwater entering the stream. When these permeable areas are replaced with impervious surfaces such as roads, driveways and roofs, higher volumes of stormwater runoff are immediately discharged to streams. Therefore, development can increase the volume of stormwater

runoff and peak flow rates, causing flooding and safety hazards, erosion, scouring and deposition of sediment.

Retaining stormwater on the development site and discharging it into the ground (infiltration) can mitigate these impacts. However, as discussed earlier, the Powell and Wollent soils in the area are “poorly” to “somewhat poorly drained” with “slow” permeability.⁷ These soils frequently create areas of seasonal high groundwater, which can make infiltration impractical. Where infiltration is impractical stormwater can be detained on-site in a pipe or pond and released over time at a controlled rate so that the rate of stormwater runoff does not exceed pre-development rates, reducing the potential for flooding.

Stormwater runoff flowing over roads, driveways and other impervious surfaces can also pick up nutrients, oil and grease, toxic materials and other pollutants which are carried to the stream or groundwater, thereby endangering their use for recreation, drinking water and fisheries. Stormwater runoff can be collected from such surfaces and treated through a variety of rather simple methods to remove the majority of these pollutants before the contaminated runoff reaches the stream.

Impacts from erosion and stormwater runoff create problems throughout the region. However the location of the Orient Rural Center, near the headwaters of the North Fork of Johnson Creek, may aggravate the problem in this area. Impacts to water quality and quantity in the headwaters region can have significant adverse effects on the entire downstream basin.

⁷ United States Department of Agriculture, *Soil Survey of Multnomah County, Oregon*. (1976).

Existing County regulations authorize the County engineer to require on-site disposal or retention of stormwater. (MCC 11.45.600). However the Code does not expressly require retention or treatment of stormwater. Existing regulations also require installation of erosion control measures for soil disturbing activities in excess of 50 cubic yards (MCC 29.300). Rural area residents generally supported the existing regulations. However they expressed concern that the existing regulations are not being adequately enforced. Citizens stated that erosion control and stormwater treatment and control measures are not being installed or maintained correctly or, in some cases, at all.

POLICY III: *Balance protection of surface and ground water quality and controlling runoff volume with flexibility of use by property owners.*

Strategy 1: Require treatment of all stormwater runoff. Require on-site stormwater infiltration where soils allow. Prohibit discharge of stormwater in excess of pre-development runoff rates.

Strategy 2: Continue to require erosion control measures for all soil disturbing development.

Strategy 3: Review the existing inspection and enforcement process to ensure continued compliance.

Issue: Safety and Enforcement

Participants voiced concerns over a variety of land use code violations including abandoned vehicles, debris, construction work without required permits, and a variety of other issues, and a perceived lack of enforcement. The County should review the current enforcement process to determine if it is responsive to the community's needs. The County should ensure that persons who report code violations are kept informed as to how their complaint is being addressed. Although the County may be pursuing enforcement and attempting to abate a violation, unless the County's efforts are communicated to the person lodging the complaint, it will appear the County is ignoring the issue.

POLICY IV: *The Board of County Commissioners should make enforcement of land-use and development regulations a higher priority.*

Issue: Traffic and Transportation

Many concerns from the Open House centered on the traffic and transportation problems of the Rural Center. While they varied in scope, the end result was often an issue of safety. Traffic in the Rural Center has increased by roughly 12% between 1992 and 1997.⁸ This increased traffic is likely a result of population growth in the rural area and especially in the abutting urban areas (City of Gresham). East Orient Grade School and West Orient Middle School are located within the boundaries of the Rural Center. However their attendance boundaries include substantial portions of Southeast Gresham. In addition, roads through the Rural Center provide access to several popular destinations in the

⁸ Based on Multnomah County data.

region: Oxbow and Dodge Parks and other areas along the Sandy River. This increased traffic has caused concern among the residents and surrounding citizens with regard to pedestrian, bicycle, and vehicle safety.

Some residents expressed interest in increased service to and from the Rural Center. As noted earlier, Tri-Met currently provides very limited service in the area. Bus #84 runs along Orient Drive with three stops in the morning and four stops in the evening. However, other residents argued that there is no need for even this limited service because it is not utilized. The current lack of use may be due to a “disconnect” between the limited service provided and the demand for transit service. Multnomah County and Tri-Met should review the demand for transit service in this area and analyze how the transit needs of the area can best be met.

In the mid-1990s the Oregon Department of Transportation considered routing the proposed Mt. Hood bypass (a limited access highway between I-84 and Highway 26) through the Rural Center. Because there continues to be substantial opposition to the “preferred” alignment through the City of Gresham, the eastern alignment through the Rural Center is still under consideration. This project is currently suspended due to a general lack of funding for highway improvements. But it may be revived when funds become available in the future. Residents of the area objected to routing the bypass through the Rural Center, arguing that, although it is a limited access highway, it would conflict with the rural character of the area. The highway would physically divide the Western Rural Center and the high traffic volumes would generate noise and pollution.

Parking also ranked very high among the concerns raised by the citizens. The number of parking spaces currently provided at the schools in the Rural Center appears to exceed the requirements of the code. Primary and elementary schools are required to provide one space for each 12 seats. MCC 11.15.6142(B)(9). West Orient Middle School has capacity for 400 students. Therefore 33 parking spaces are required by the Code. There are 76 parking spaces available. East Orient Grade School can accommodate 375 students. Therefore 31 parking spaces are required by the Code. There are 40 parking spaces available.

However the available parking is inadequate to serve existing demand. The parking lots frequently fill up during evening events and meetings at the schools. The schools are often used for meetings and events, sometimes simultaneously, by a variety of groups, such as YMCA basketball, Boy Scouts and Girl Scouts, local government meetings and PTA meetings. The lack of adequate parking currently forces the schools to split their student programs into winter and spring presentations with half of the students appearing in one and the remainder in the other.

The current parking standards may be adequate for schools in the urban area where many students live within walking distance of the school and adequate on-street parking is likely to be available around the school. However the majority of students attending school in the Rural Center, and their parents, live too far away to walk. In addition, there is little or no on-street parking available near the schools. The shoulders of streets near the Rural Center schools are narrow and lined by ditches, forcing drivers to park in the travel lanes.

The County should revise the current parking standards for schools in the Rural Center to ensure adequate parking capacity

is available to meet demands. The County has no authority to require the School District to provide additional parking at this time. However the County could require compliance with the revised standards if the School District proposes additional development in the future.

POLICY V: *Enhance all modes of travel in a manner consistent with the rural character of the Rural Center.*

Strategy 1 - Provide pedestrian and bicycle access to schools, transit and commercial activities within the Rural Center, consistent with the rural character of the area.

Strategy 2 - Review transit needs in and around the Rural Center and provide service which best meets the needs identified.

Strategy 3 - Oppose placement of regional roadways in the Rural Center and adjacent areas, should such roadways be under consideration in the future.

Strategy 4 - Review the existing parking standard for schools to ensure sufficient parking is provided to meet demand.

Issue: Intergovernmental Coordination

There were many complaints about the perceived lack of communication between the various government entities with some form of authority over the Rural Center. As noted earlier,

development within the Rural Center is subject to review by three separate jurisdictions. Multnomah County is responsible for land use and development approval. The City of Gresham issues building permits and the City of Portland has jurisdiction over drainage and septic approvals. In addition, although it is located outside of the UGB, the Rural Center is also subject to Metro's regional planning jurisdiction.

At the public meetings several citizens expressed frustration with this process. They said they felt like they were "getting the run-around" when they tried to find out about various development procedures. They were sent from one jurisdiction to another without getting any answers. Residents who called to complain about violations received similar treatment.

Multnomah County and the Cities of Portland and Gresham are currently working to address this issue. They formed the "Planning Process Improvement Team," a committee of planning and building officials from the various jurisdictions, to review the current process and recommend improvements. However, when this issue was presented at the follow-up meeting on February 9, 1999, residents expressed concerns about the lack of citizen involvement in the process. It appears to the residents that the jurisdictions that are "fixing" the problem are, themselves, the problem. The reviewing parties should expand this discussion to include the citizens who are affected by it.

Citizens also expressed concern with a perceived lack of planning coordination amongst the various jurisdictions. Rural residents felt left out of the City of Gresham's planning process. Development impacts and citizens concerns do not stop at jurisdictional boundaries. Yet it appears to citizens that jurisdictional interests and requirements do stop at the boundary.

Residents want to call a single office or attend a single meeting to get answers to their questions, regardless of which side of the line the issues occur.

Another complaint heard from the public involved the lack of notice Orient residents received about land use issues in the City of Gresham and proposed development in the area.

“How are we going to register our complaints to Gresham when we don’t even know when the hearing is? I woke up one day and there were bulldozers clearing the land...”

Specifically, they requested that both Multnomah County and the City of Gresham expand their notification areas to ensure rural residents are informed of planning and development projects that affect them. Currently the City of Gresham mails notice to the owners of property located within 300 feet of the site of proposed development. Multnomah County mails notice to owners within 250 feet of the site of proposed development. (500 feet for development on properties within a farm or forest zone). Both jurisdictions also require that notice be published in the newspaper and posted on the development site. While these notice requirements are adequate to comply with state law, given the size of lots in the rural area, mailed notice may only be provided to the owners of the abutting properties. Increasing the required notice area would allow more of the surrounding property owners, who are likely to be impacted by the proposed development, to participate in the review.

POLICY VI: *Improve coordination between jurisdictions affecting the rural area to simplify the process and ensure the concerns of rural residents are heard.*

Strategy 1-- Continue to work with the City's of Gresham and Portland to enhance coordination and communication to reduce delays in the permitting process.

Strategy 2 -- Work with other local, regional and state government agencies to share information and to facilitate residents' understanding of the planning and development processes.

Strategy 3 -- Expand the scope of mailed notice in the rural area and encourage the City of Gresham to expand the scope of its notice requirements for developments abutting and near the UGB to provide adequate notice to residents of the rural area.

Strategy 4 – Provide opportunities for citizen involvement when reviewing the coordination process.

Issue: Zoning and Land Use

During the citizen involvement process the majority of citizens urged the County to maintain the current RC boundaries. However at least two property owners requested the County expand the RC zone to include their properties which are currently located outside, but abutting, the RC zone. They wished to develop their properties at higher densities than is allowed under current zoning (MUA-20 and EFU). The majority of citizens objected to such an expansion.

Statewide Planning Goal 14 (Urbanization) would likely prevent the County from expanding the existing RC boundary. Goal 14 is intended to "provide an orderly transition from rural to urban land use." In order to expand the boundary the County must take an exception to this Goal. The Oregon Supreme Court has defined one acre lots, as are allowed by Multnomah County's RC zone, as an "urban" use. *1000 Friends of Oregon v. LCDC (Curry County)* 301 Or. 447, 505, 724 P.2d 268, 306 (1986). Therefore any expansion of the existing, acknowledged, RC zone boundaries must address Goal 14.

To support an exception to Goal 14, the County must demonstrate that "the land in the exception area is physically developed to the extent that it is no longer available for rural uses" *Curry County*, at 301 Or. 497, 724 P.2d 299 or that "it is impracticable to allow any rural uses in the exception area." *Id.*, at 301 Or. 489, 724 P.2d 296. Because the lots abutting the existing RC boundary are currently developed with "rural uses" as defined by *Curry County*, it is unlikely the County could justify an exception to Goal 14 necessary to expand the Rural Center boundary.⁹

A few citizens suggested retracting the boundary to prevent expansion of commercial and industrial uses beyond the historic "centers". Currently these types of uses are primarily clustered in two "centers"; along both sides of Orient Drive between 282nd and 302nd Avenues and around the intersection of Dodge Park Boulevard and Pleasant Home Road. See Figure 15 above. Under existing regulations commercial and industrial uses are

allowed as conditional uses on all properties within the Rural Center.

Commercial uses may be unlikely to locate outside of the existing centers anyway, regardless of zoning. There is simply too little traffic on local streets to make such locations viable for commercial uses. Orient Drive is a rural arterial and carries a traffic volume of 7,150 Average Daily Trips (ADT). By comparison, 302nd Avenue has a traffic volume of 1,580 ADT (Multnomah County Traffic Counts, 1997). However, planned development in the urban area abutting the Rural Center may attract commercial uses away from the existing centers. A convenience store or similar business may choose to locate along Powell Valley/Roork Road to be closer to the potential customer base created by residential development within the UGB.

The current clustering of commercial development was cited as an example of the existing rural character of Orient. The row of small commercial and other uses along Orient Drive gives the appearance of a small town's Main Street. Limiting commercial uses to this area will help reinforce and enhance this appearance. Restricting commercial uses to the historic "centers" also ensures that the commercial traffic does not impact residential areas and local streets.

Citizens also cited the types of businesses in the area as evidence of Orient's rural character. Burns' Feed Store, Bergh Machinery and the Orient Country Store are relatively small-scale uses designed to serve the needs of rural area residents. While residents wished to encourage similar small-scale uses which cater to the needs of rural residents, they objected to the potential that larger commercial uses or intensive industrial uses which

⁹ "Rural lands" are "Non-urban agricultural, forest or open space lands or ...other lands suitable for sparse settlement, small farms or acreage homesites..." *Curry County*, at 301 Or. 456, 724 P.2d 277.

might locate in the area. ("No Wal-Mart's" "No more junkyards").

State law imposes some limitations on the size of commercial and industrial uses allowed in the Rural Center. In general, commercial uses are limited to 4,000 square feet of floor area. OAR 660-22-0030(4)(b) and OAR 660-22-0030(10). However this size limitation does not apply to commercial uses "intended to serve the...surrounding rural area or the travel needs of people passing through the area. OAR 660-22-0030(4)(c). Industrial uses are limited to a maximum of 10,000 square feet of floor area. OAR 660-22-0030(11). However there is no limitation on exterior storage/display areas.

Existing County regulations allow "limited" commercial uses in the Rural Center. MCC 11.15.2252(B)(1). However the term "limited commercial" is not defined. The County could revise the existing regulations to specify certain types and scale of businesses that are consistent with the character of the Rural Center, and therefore are permitted. This would provide certainty for residents and potential business as to the types of uses that are allowed in the Rural Center.

POLICY VII: Review and revise the Rural Center regulations to ensure future development is compatible with the character of the Rural Center.

Strategy 1: Maintain the existing Rural Center boundaries.

Strategy 2: Limit commercial development to the existing commercial corridors along Orient Drive and

around the intersection of Dodge Park Boulevard and Pleasant Home Road.

Strategy 3: Review the commercial and industrial uses allowed in the Rural Center and consider reducing the scope of uses or prohibiting certain uses in order to maintain the rural character of the area. Involve the residents of the rural area in the revision process to the maximum extent feasible.

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Appendix 1:

Open House Flyer

Meeting Date: Tuesday, January 19, 1999
Time: Drop by anytime between 5:00 and 8:00 pm
Place: East Orient Grade School, Cafeteria
7431 SE 302nd Avenue

Mail:
Community Wide Solutions, c/o
Multnomah County Planning
2115 SE Morrison
Portland, OR 97214

Telephone:
Susan Muir
(503) 248-3043

e-mail:
ruralcenter@hotmail.com



M522

**Multnomah County
Land Use Planning Division
2115 SE Morrison
Portland, OR 97214**

Announcing a Planning Open House For the Orient Rural Center

An open house meeting to discuss land use and
transportation issues affecting the Orient Rural Center
Orient Rural Center Planning

Orient Rural Center Planning

Multnomah County is currently undertaking a planning effort for the West of Sandy River Area. Community Wide Solutions (CWS) is assisting the County with its planning efforts. CWS is focusing on the areas zoned Rural Center ("RC") in the "Orient" area. (See attached map).

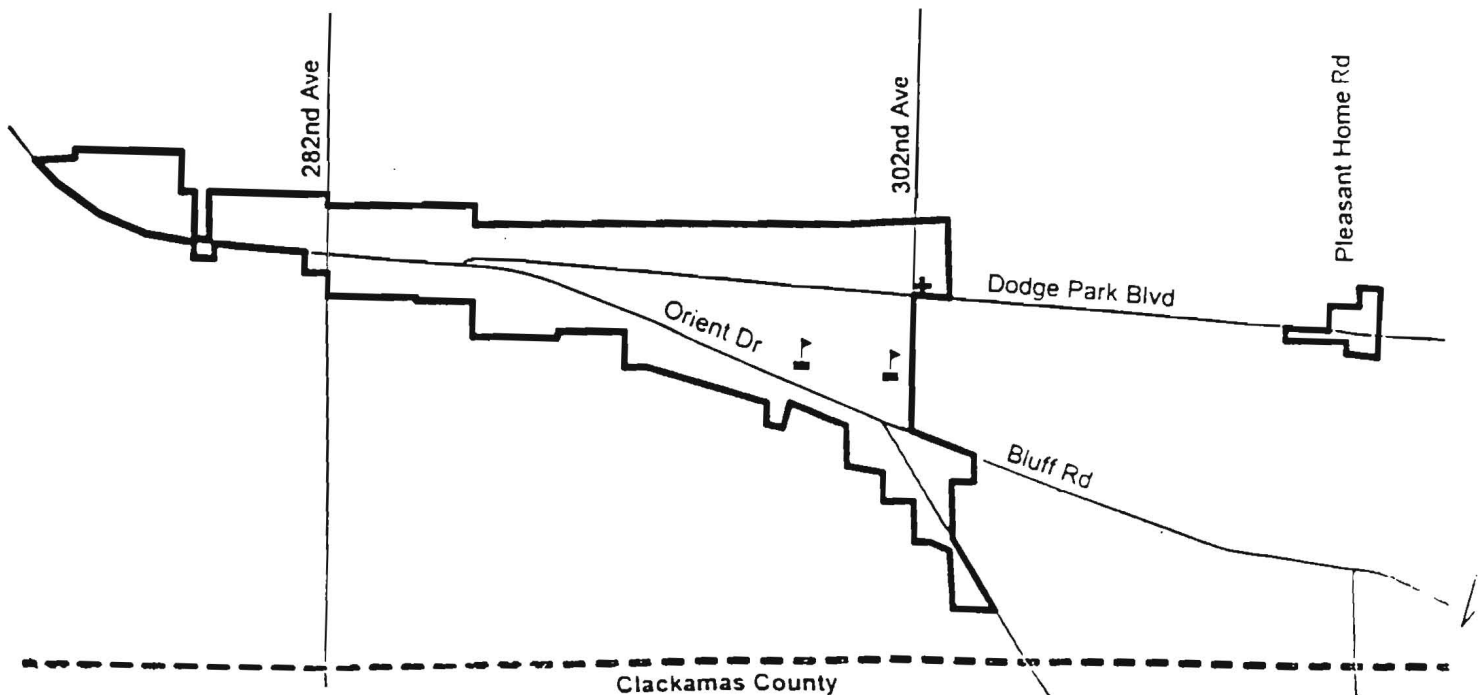
The planning process for the Rural Center areas is in conjunction with the County's ongoing planning for the West of Sandy River area. The Rural Center plan will be incorporated into the completed West of Sandy River Rural Area Plan.

The planning process is intended to address the needs, desires and concerns of area residents, businesses and other stakeholders. Therefore the first step of the planning process is to determine what those needs, desires and concerns are. CWS will hold a public open house on Tuesday, January 19, 1999 from 5:00 to 8:00 pm at the East Orient Elementary School cafeteria. You are invited to attend and share your thoughts, concerns and visions.

The following questions are intended to prompt discussion about issues which may affect the Rural Center areas and help you begin thinking about issues which you would like the County to address.

- What opportunities/problems do you see facing the Orient Rural Center?
- What is your "Vision" for Orient? How do you want this area to look/feel in the future?
- How can the County best implement that Vision?
- Is there a need to or desire to change the boundaries of the Rural Center Zoning District?
- Should certain types of development be allowed/prohibited? Which types of development?
- Should the County change the development/design standards for the Orient Rural Center?

Please come to the open house and tell us your thoughts.



Appendix 2:

Comments from January 19, 1999
Open House

Issues brought up at Open House on Tuesday, Jan. 19th

Concerns about new development on school capacity

- Who pays? The Developer should.

I like the zoning - keep as is (RC)

- keep farm designation as is

Concerns about the nursery industry

- vitality
- continued economic health
- trees clean smog/pollutants

Maintain rural way of life

- people stay their whole life
- strong, far reaching community/neighborly connections - help maintain
- keep rural - benefits those who live in city
- wildlife habitat
- keep zoning as is

No 7-11's or high density housing (apartments)

Drainage problems when county maintains ditches (clogs up culverts, ruins water meters etc.)

Keep zoning the same

Do not restrict zoning anymore than it is.

Keep commercial uses concentrated along Orient.. resident elsewhere.

Keep it the same. Lower taxes

Trailers need to be used as storage - not lived in.

Concerns about trash hauling to site & illegal burning. Enforcement.

Vision and traffic on Orient Dr.

Enjoy being in country, yet close to the city.

More parking for schools for functions. Better lighting on 302nd for school functions, better between school/county/city

- talk to each other
- accountability regarding development and impacts
- One stop information - no run around.

Much support for schools.

Better notice of development - make clear what is proposed..

put sewers to school, too costly to pump out.

Varied housing styles

Impact of schools - over population

better connections to mass transit. (more frequency, shuttle service, less reliability on cars).

Parking for activities at West Orient

- overflow parking ends up on short road.

Drainage from uphill properties

no sewers!!

Traffic - danger with moving cars. Parked cars near school

Barlow development impacts on traffic

questions about apartments in country

fix-up abandoned homes in Portland - lessen impact on rural area.

- take care of available homes first

Stone road/282nd traffic volumes

be able to subdivide to a more manageable lot size

No enough parking at west orient, short road gets packed on PTA nights, etc.

Traffic impacts from city development need to be dealt with.

Easier process for review

Maintain the rural Character

- design review for commercial uses

What are the kids from the new development going to do?

Clean the ditches!

No car sales lots

Why did they light up the billboard?

Better money's worth from the county

High speeds, jake brakes on residential streets

City of Gresham trying to take over

City impacts on rural areas. Example: runoff

enforce the laws we have

Finish street improvements (city of Gresham)

Keep Rural Center Boundary the same

Concerns about pests: rats, raccoons

concerns about bad dogs (not too bad)

Junk needs to be handled properly

Maintain existing roads

improve unfinished roads

wider shoulder for bikes/runners for busier roads

better road maintenance

drainage in culverts along streets

282nd & Stone (NE corner) poor drainage

Keep the character; small useful businesses

Less paving; more permeable surfaces

Maybe address design; storefronts, flower baskets, etc. consistent themes

Gateway to notify people they are entering Orient, something about Johnson Creek or nurseries

Address Parking issue around parking issues around the school area. More parking necessary.

Keep things simple!! As far as regulations are concerned.

Commercial is okay. But not big business.

Keep commercial uses along Orient Dr., Not along Dodge Park.

make sure views are protected

Consider moving rural center boundary east from 302nd.

Traffic is okay

Keep things the same - keep rural atmosphere - ie. Low traffic, no 7-11's (mom & pop okay, chain bad).

Improve utilities - bury power, bring on the gas

police is good - no issues.

- restrict gun use - targeting rifles (noise), keep hunting restrictions in place
- noise

Further investment of schools - build more, class size appropriate (keep high standards)
tax new developments (like other states)

- school & traffic impact assessment fees - direct costs to cover school expenses
- developers getting away scot-free

Short-term owners - issues with land-use impacts - forest issues..

Oxbow park - number of users

Limit high density housing - keep single family residential

Don't change min lot sizes without tie-in to services (schools)

Tax structure/measure 5

speed limit restriction Orient near School - post sign?

Pace of development has required higher & higher value crops... eventually it won't be economically feasible to grow anything. (priced out)

Even nurseries will be squeezed out.

Nice community "a nice old family community"

Traffic at 302nd/Dodge Park

folks should treat/drive as if they are in a residential community.

No strip-type malls

Speeders near schools

poor lighting near school

better parking facility on short road

sidewalks would help - as long as chain-style commercial (7-11's) aren't encouraged

sidewalk/improvements for existing users only

Parking along roads (especially Orient) causes problems.

Traffic - too much too fast - need to be more enforcement..

No sidewalks

Limit growth - no expansion of the commercial area

Maintain existing commercial regulations. Do not make it easier to get commercial uses.

Sewer added would development

zoning enforcement - especially housing development.

Concern about sewer expense (if they came)

No junkyards

Bad traffic

good upkeep of property

Enforcement!! (regulations)

No additional limitations on development

Maintain commercial uses as conditional uses

leave intersection of Orient and Highway 26 Orient alone - don't change anything, leave it the way it is.

Allow for more large lots (1 acre) subdivisions - rural residential, maybe no commercial uses

Provide for parks - places for kids to play

People drive WAY too fast

Views for existing homes should be reserved/saved

Appendix 3:

Postcard Announcing the February 9,
1999 Follow-up Meeting



Transportation and Land Use Planning Division
1600 SE 190th Avenue
Portland, OR 97233
phone: (503)248-3043 fax: (503)248-3389

Come find out what we heard:

Orient Rural Center Follow-Up Meeting

Tuesday, February 9, 1999

7:00 PM

**East Orient Grade School, Media Center
(7431 SE 302nd Avenue)**

Community-Wide Solutions will present a
Summary of the Issues Identified
from the January 19, 1999 Open House
with a draft of Proposed Policies for the Rural Center

There will be opportunity for further citizen input, Please Attend!

For further information, please email to ruralcenter@hotmail.com
or telephone Susan Muir at 248-3043 or April Siebenaler at 248-5050.

Appendix 4:

Draft Solutions and Concerns

Information Presented by CWS and Multnomah County at the February 9, 1999 Public Meeting Regarding the Orient Rural Center.

CWS and the County reviewed the issues and concerns expressed at the Open House on January 19, 1999. The following "Solutions" are intended to address those issues and concerns. However we want to be certain we "got it right". Therefore we presented these draft Solutions at a second public meeting on February 9, 1999. If you were unable to attend that meeting please review the Solutions and send us your comments by Tuesday, February 16, 1999.

If you were able to attend the meeting please feel free to send us any additional comments you may think of after the meeting.

Please call, write or e-mail us at the following:

e-mail:
ruralcenter@hotmail.com

U.S. Mail:
Multnomah County Planning
Attn: Susan Muir
1600 SE 190th Avenue
Portland, OR 97233

Telephone:
248-3043
Susan Muir

CWS and the County will revise the Solutions presented to incorporate the comments we received during and after the February 9, 1999 public meeting. We will present the revised Solutions as Goals, Policies and implementation strategies to the Planning Commission at their regular public meeting on Monday, April 5, 1999.

Draft Goal

The goal of the Orient Rural Center Plan is to preserve the rural character of the area.

Design Solutions

SOLUTION 1 -- Accommodate the changing conditions of the Rural Center while preserving rural functions and appearances.

SOLUTION 2 -- The County should create a citizen committee to define the character, and based on this, create design standards regulating commercial development (including signs) to implement and enhance this character.

SOLUTION 3 -- The County should identify and maintain critical viewsheds in the Rural Center and balance protection of scenic view with flexibility of use by property owners.

Zoning and Land Use Solutions

SOLUTION 4 -- The County should maintain the existing Rural Center Boundary.

SOLUTION 5 -- The County should create a citizen committee to review the uses allowed under current zoning and recommend changes consistent with the character of the Rural Center.

SOLUTION 6 -- Limit commercial development to the existing corridor along Orient Drive and the Dodge Park - Pleasant Home Road intersection.

SOLUTION 7 -- Require review of proposed commercial development as a conditional use at a public hearing.

SOLUTION 8 -- Allow flexibility of setback and parking requirements to accommodate irregular lots and existing development.

Environmental Solutions

SOLUTION 9 -- Require treatment of all storm water runoff. Stormwater discharge shall not exceed predevelopment rates. Require on site stormwater infiltration where soils allow.

SOLUTION 10 -- Require erosion control measures for all soil disturbing development.

SOLUTION 11 -- Balance protection of surface water quality with flexibility of use by property owners.

Traffic and Transportation Solutions

SOLUTION 12 -- Oppose placement of regional roadways in the Rural Center, should such roadways be under consideration by any regional transportation authority in the future.

SOLUTION 13 -- The County should provide enhanced pedestrian and bicycle facilities within the Rural Center to provide access to schools, transit and commercial activities.

SOLUTION 14 -- The County and School District should review parking demand at the schools in the Rural Center.

SOLUTION 15 -- The County should work with Tri-Met to maintain and enhance existing service.

SOLUTION 16 -- Work with city of Gresham to mitigate impacts on rural County roads.

Safety and Enforcement Solutions

SOLUTION 17 -- The County should make enforcement of land use and development regulations a higher priority.

Improve Intergovernmental Coordination

SOLUTION 18 -- The County should implement the recommendations of the Planning Process Improvement Team (a joint team made of Multnomah County, City of Portland and City of Gresham building and planning officials and staff).

Utilities Solutions

SOLUTION 19 -- The County petition DLCD to amend Statewide Planning Goal 11 to allow sewer extension to schools in the Rural Center.

SOLUTION 20 -- Study costs and benefits of burying overhead utility lines to provide more secure power service during emergency situations and improve scenic qualities.

Immediate Transportation Concerns

A number issues and concerns were raised regarding transportation. We intend to forward these to the County engineer to address immediately, rather than drafting policies to include in the plan itself.

- Concerns were expressed regarding increasing traffic volumes generated by developments in the City of Gresham (Sam Barlow Mt. View Estates), especially on routes to the schools:

CONCERN 1 -- The County should continue to monitor traffic volumes and accident rates to address citizen safety concerns and implement additional traffic controls (stop signs) if warranted by future traffic volumes.

-Concerns were expressed regarding the safety of several intersections in the Rural Center:

CONCERN 2 -- The County should review intersections in the Rural Center for possible realignment and safety improvements.

-Concerns were expressed regarding on-street parking near the schools during events and meetings at the schools. Is lack of shoulders for parking so drivers park on street and walk on travel lanes. Wider shoulders may resolve this issue, but is a problem now. Therefore:

CONCERN 3 -- The County should restrict on street parking near schools due to safety concerns.

- Concerns were expressed regarding speeding and other traffic violations in the area.

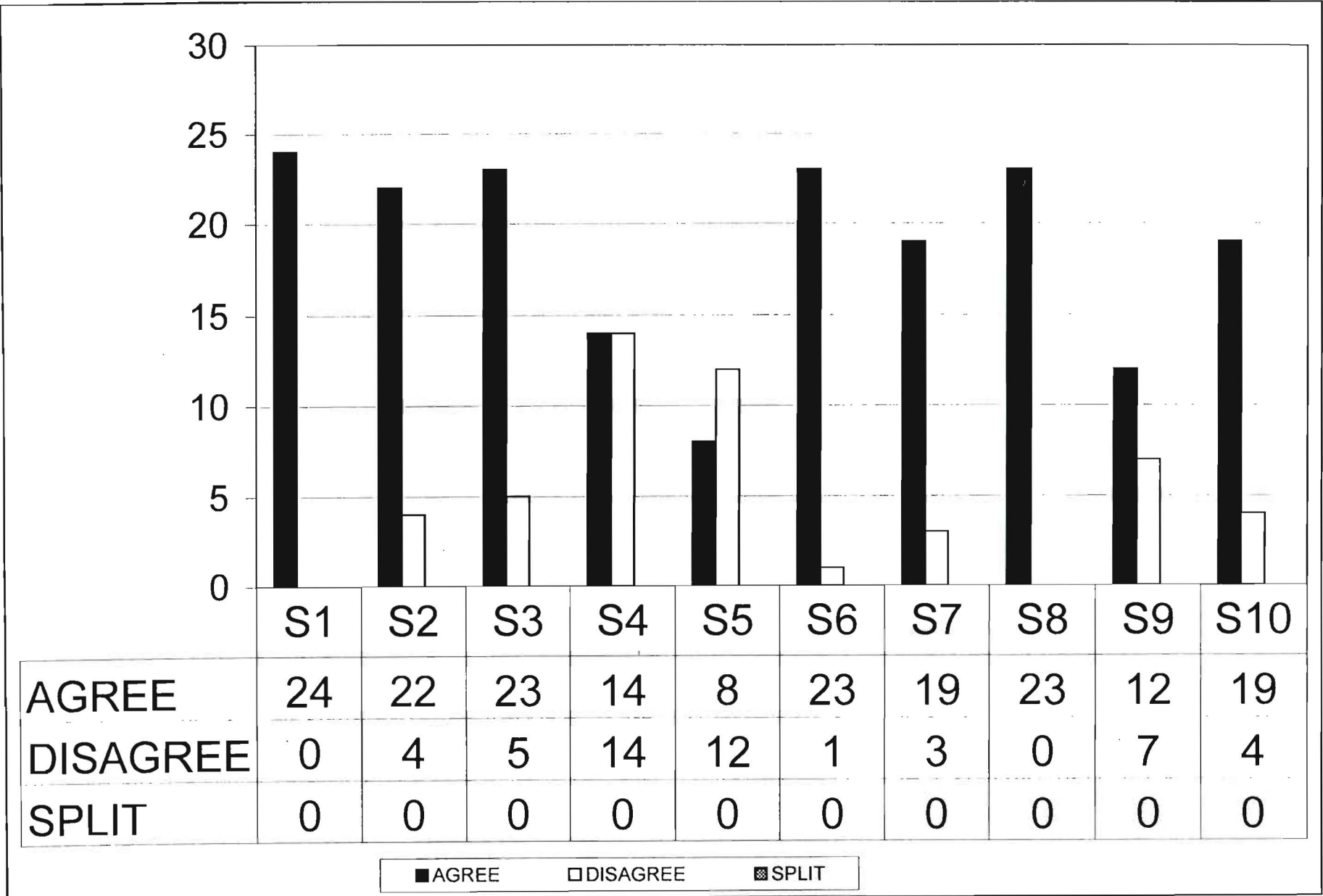
CONCERN 4 -- The County should inform the Sheriff about increased concerns regarding speeding and other traffic violations.

- Concerns were expressed regarding a perceived lack of Road and Ditch maintenance - backhoe no longer an option - Endangered Species Act impacts - backhoe leaves exposed soil > faster runoff and greater erosion potential. Vegetation filters and slows runoff.

CONCERN 5 -- The County should create a citizen reporting process for maintenance issues.

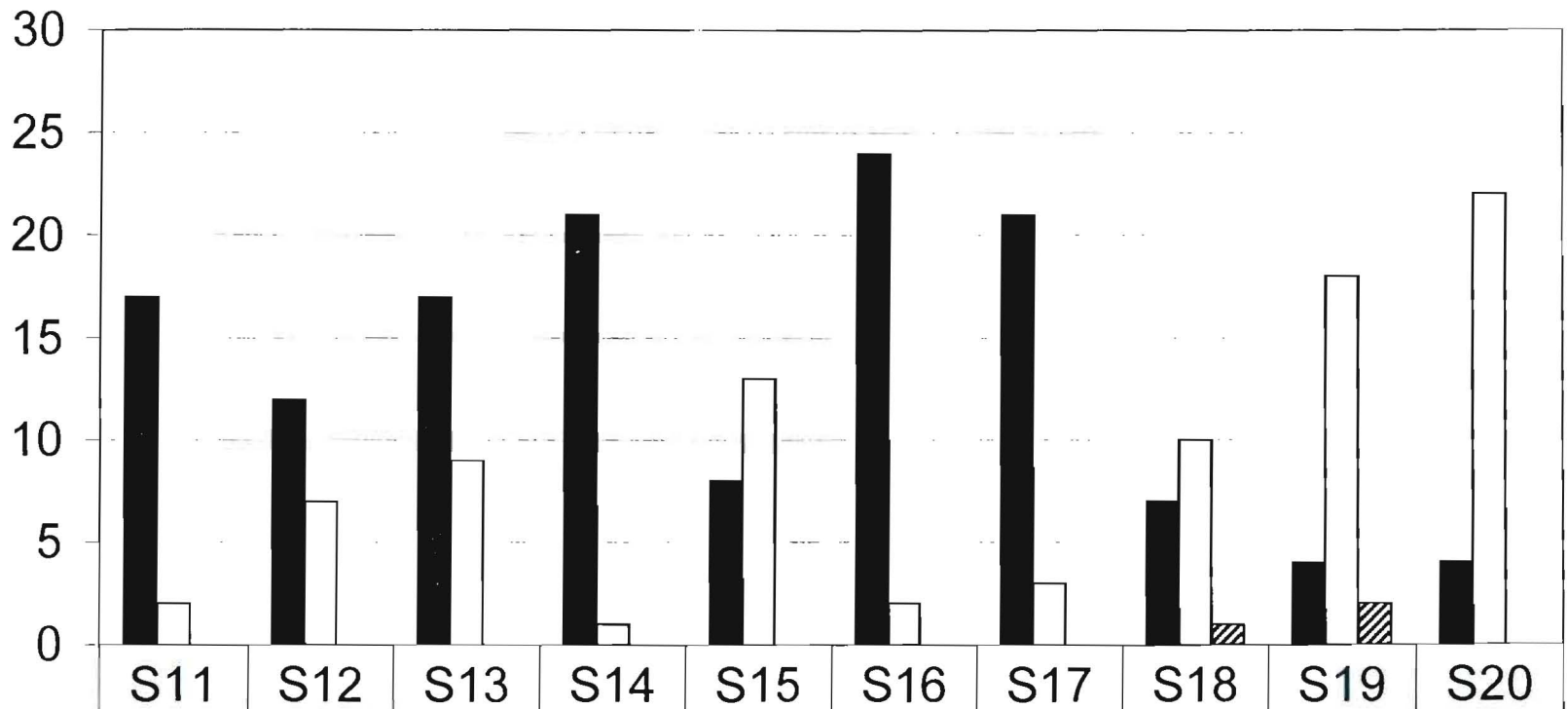
Appendix 5:

Results of citizen voting



Community-Wide Solutions

Composite Solutions 11-20



	S11	S12	S13	S14	S15	S16	S17	S18	S19	S20
AGREE	17	12	17	21	8	24	21	7	4	4
DISAGREE	2	7	9	1	13	2	3	10	18	22
SPLIT	0	0	0	0	0	0	0	1	2	0

■ AGREE □ DISAGREE ▨ SPLIT

Appendix 6:

Comments from February 9, 1999
Follow-up Meeting

Community-Wide Solutions

Verbatim Comments from 2-9-99 Public Meeting at East Orient Elementary School

- Goal - no comments
- Solution 1
- Solution 2 <no comments>
- Solution 4 - Pull back the boundary to Dodge Park
- no expansion; keep it the way it is
- Orient is enough – don't want Dodge Park to look like Orient
- Solution 5 - county shouldn't create, only citizens
- Solution 6 <no comments>
- Solution 7 - Expand notice requirements; notice to entire RC
- we want to know what's going in; some things go in without us having any idea until its too late; only people within a short range get notice; sounds like a possible larger notice radius (maybe whole rural center)
- Solution 8 <no comments>
- Solution 9 - Better engineering of stormwater controls; make certain they work;
- Encourage City of Gresham to consider impacts on rural areas
- concerns of financial impact on people; Gresham's stormwater mitigation not working; get Gresham involved
- Solution 10 - already exists
- Solution 11 <no comments>
- Solution 12 - provided no access to Orient, would be ideal; would reduce through traffic between Sandy/<Gresham>
- "if freeway has no exit - its ideal"; lots of traffic at 6:00 am
- Solution 13 - no sidewalks; sidewalks around school only; wider paved shoulder or packed gravel
- "no sidewalks on our farmland"
- Solution 14 - need for parking @ schools; event parking; dropping off children
- real dangerous to pick-up kids
- Solution 15 - study the need for Tri-Met service in the area
- study need for Tri-Met - are people going to take it?
- Solution 16 - concern re Gresham
- more opportunity for participation by County residents in City issues; notice of City actions; listen to County residents
- "our address is Gresham but the they can't do anything for us"
- publish in the Outlook and Oregonian
- Solution 17 - is a money issue; need for more staffing
- may need hiring to have more enforcement, again its a financial issue
- Solution 18 - don't know what process team will recommend; streamline the review/permit process; better coordination between jurisdictions - include fire department, water district and other regulatory agencies should be included in the process
- how can we agree if we don't know what they are going to say?; streamline the process - make a policy which states that; better communication please!; they have to get signatures from fire, police, electric, etc.
- Solution 19 - Cost - who pay?; need for more study of costs

- Solution 20
- should check into before we decide; study costs
 - costs & aesthetics; reduces development; power lines limit development/use of property; reduces property value
 - if it runs on your property it is an issue; 100 feet on either side is off limit; you pay taxes on the right of way but cant use it
- Concern 1
- much need to monitor traffic now; need for better traffic enforcement faster response times; faster police response to all incidents; Dodge Park/Orient
 - traffic violations; need more enforcement @ critical times - when school release, morning rush hour, saturation patrols, make RC a higher priority for traffic enforcement
 - intersection of 302nd & Dodge Park - people run signs All the time (often Barlow high kids)
 - if we're not going to maintain the culverts & ditches, why does the County require that we build them?
 - need to monitor - they don't now, they ignore us; response time 20 minutes in last accident; 302nd & Dodge Park, 7:30am, 2:20pm; are the sheriffs aware?
- Concern 2
- no alternatives - fire hazard, restrict to one side; is a problem - fix it now; provide parking; district should have added parking when expanded; lack of funding for school parking - low priority for schools
- Concern 3
- where are they going to park?; its a fire hazard; lack of alternatives; funds for schools a big problem - how can they pay for parking?
- Concern 4
- lack of money / personnel; need for better documentation of citizen complaints; review timing of patrols, need patrol when traffic ...; need speed signs on Dodge Park, posted speed limit
 - they ought to be patrolling more; needed here after school
- Concern 5
- <no comments>

Appendix 7:

Memorandum to the County Engineer

Memorandum

To: Multnomah County Transportation Engineer
Fr: Community-Wide Solutions
Dt: March 17, 1999
Re: Transportation issues in the Orient Rural Center

As you may know, the Multnomah County Land Use and Transportation sections are currently in the process of developing a rural area plan for the West of Sandy River Rural area. Community-Wide Solutions (CWS) is assisting the County in that process.

CWS is focusing on the areas zoned Rural Center (the Orient Rural Center). See attached map. As part of that process CWS met with local residents individually and at two public meetings to discuss their visions and concern for the Orient Rural Center. We heard a number of concerns regarding perceived transportation problems in the area. Some of the issues, such as pedestrian and bicycle access and mass transit, will be addressed in the Rural Center chapter of the West of Sandy River Plan. However some of the concerns may need to be addressed immediately.

The following summarizes the concerns we heard from the citizens and our recommendations as to how to address these concerns.

Concerns and Recommended Solutions

Several people expressed concern regarding increasing traffic volumes on rural roads in the area. This was especially a concern on routes between the schools and developments in the City of Gresham. Traffic volumes on area roads have increased by roughly 12 percent between 1992 and 1997.¹

The Orient Rural Center abuts the southeast corner of the City of Gresham, near 282nd Avenue. The City of Gresham recently approved several developments within the urban area on both sides of 282nd Avenue north of the Rural Center; Sam Barlow Mt. View Estates (112 lots), Royal Development (52 lots) and others. This area is home to East Orient and West Orient schools and are both significant trip generators. This additional traffic may create or exacerbate perceived traffic hazards on these roads.

This additional traffic may warrant road or intersection improvements within the Rural Center. The traffic studies prepared for recent urban developments concluded that area intersections would continue to operate at acceptable levels of service. However the studies focused on peak hour (commute) trips, the majority of which are westbound trips. The traffic studies did not analyze eastbound, i.e., school related traffic. Therefore CWS recommends the County adopt the following recommendation:

¹ Multnomah County Traffic Counts from: <http://www.multnomah.lib.or.us/trans/traffic/sld002.htm>

Recommendation 1 – Continue to monitor traffic volumes and accident rates to address citizen safety concerns and implement additional traffic control measures if warranted.

Citizens expressed concerns regarding the safety of the following intersections:

- The intersection of Dodge Park Boulevard and Orient Drive. This "Y" intersection can be difficult to see at night or during adverse weather conditions. There are no signs, reflectors or other indicators at the intersection itself. In addition, due to the alignment of the intersection, it can be difficult for westbound drivers on Dodge Park to see westbound traffic on Orient Drive. Eight accidents were reported at this intersection between 1995 and 1997.²
- The intersection of 302nd Avenue/Bluff Road/Orient Drive. Bluff Road intersects Orient Drive on the outside of a curve, creating a potential sight distance problem for westbound drivers on Bluff Road. In addition, 302nd Avenue intersects Bluff Road a short distance east of this intersection. The limited spacing between these intersections appears to create a hazard. Six accidents were reported at this intersection between 1995 and 1997
- The intersections of Short Road with Powell Valley/Roork Road, Dodge Park Boulevard and Orient Drive. Powell Valley/Roork Road, Dodge Park Boulevard and Orient Drive are parallel east-west streets. Area residents perceive these alignments as creating a hazard due to inadequate sight distance and other problems. Speeding traffic on Dodge Park and Orient Drive adds to the potential hazard. Short Road provides a direct route for urban area residents traveling to West Orient Grade School, which is located at the intersection of Short Road and Orient Drive.
- The intersection of 282nd Avenue and Orient Drive was not identified as a hazard by the citizens. 21 accidents were reported at this intersection between 1995 and 1997.

Additional traffic generated by existing and future development in the urban area will impact these intersections, increasing the potential hazard. Therefore CWS recommends the County adopt the following recommendation:

Recommendation 2 -- Review intersections in the Rural Center for possible signing realignment, and other safety and traffic calming improvements.

Intersections of concern include:

**Dodge Park Boulevard/Orient drive;
302nd Avenue/Bluff Road/Orient Drive;
Short Road/Dodge Park Boulevard; and
Short Road/Orient Drive.**

² Multnomah County Accident Data

Several people noted the potential hazard created by parking near the schools, especially during evening events and meetings at the schools. The parking lots at the schools fill up quickly and drivers are forced to park on the shoulders of adjacent roads; on 302nd Avenue near East Orient and on Orient Drive and Short Road near West Orient. The shoulders of these roads are too narrow to accommodate on-street parking. Vehicles parked on the shoulders extend into the travel lane. "No Parking" signs are currently posted on the west side of 302nd Avenue, near East Orient.

CWS recommended as a draft solution that the County prohibit parking on both sides of these streets and request the County Sheriff to enforce these restrictions. However the citizens strongly objected to this solution. The citizens agreed that on-street parking creates a potential hazard. However there are no alternatives. There is nowhere else to park while attending meetings and events at the schools. The schools could provide more on-site parking. However the School District lacks adequate funds to do so. CWS recommends the County review this situation to determine if an interim solution is available.

Residents noted a perceived lack of traffic enforcement in the area. They alleged that high school students traveling to and from Sam Barlow High School race their cars, "burn rubber" and ignore other traffic regulations. These problems were especially prevalent on 302nd Avenue, which provides a direct route between the Rural Center and the High School. Therefore CWS recommends the County adopt the following recommendation:

Recommendation 3 -- Inform the Sheriff about increased concerns regarding speeding and other traffic violations, particularly in the hour immediately before local schools begin and immediately after students are released.

Concerns were expressed regarding a perceived lack of Road and Ditch maintenance. Erosion and water quality regulations may limit the County's options. The County may be unable to improve drainage by simply digging out ditches with a backhoe as it once did. In addition, the County is often forced to defer maintenance on many County roads due to a lack of funds. However residents view the County's lack of action as lack of responsiveness to citizen concerns. There may be good reasons specific maintenance concerns were not addressed, but unless those reasons are communicated to the public, it appears the County is ignoring citizens concerns. Therefore CWS recommends the County adopt the following recommendation:

Recommendation 4 -- Publicize the existing citizen reporting process for maintenance issues and inform citizens how their reported concerns are being addressed.

